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ABSTRACT

The Program for Educational Opportunity, an institute based at the University of Michigan and established by the Office of Education pursuant to Title IV of the 1964 Civil Rights Act, is designed to assist school districts in the process of desegregation. The Program annually conducts a series of conferences. The Conference on The Personnel Director in the Desegregation Process, held June 19-21, 1972, was designed to explore the role of the personnel director in developing and implementing administrative policies and regulations as they relate to the recruitment and placement of minority personnel. This document presents the following papers: "What does desegregation mean to minority personnel?," B. A. Sizemore; "An analysis of the socio-historical factors in the development of community controlled schools," J. C. Buntin; "The law and personnel policies: the need for equity in minority hiring," H. T. Edwards; "Assessing the need for a racially balanced staff," C. D. Moody; "Socio-psychological implications in recruiting and hiring minority personnel," U. Byas; "Once hired, then what? Problems encountered by new minority teachers," K. A. Flynn; "Placement, transfers, promotions, and equal retention," F. C. Leonard; "Teacher training and the minority student: need for more effective preparation for working with integrated staffs," J. J. Bellon; and "Special Areas of Concern for Evaluating Minority Personnel," J. Hill. (JM)

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Proceedings of Conference

on

THE PERSONNEL DIRECTOR IN THE DESEGREGATION PROCESS

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PREFACE

The Program for Educational Opportunity is a university-based institute designed to assist school districts in the process of desegregation. The Program, based at the University of Michigan, was established by the U.S. Office of Education pursuant to Title IV of the 1964 Civil Rights Act.

Besides providing in-district services on request and without charge to public schools in the six state region of Illinois, Indiana, Michigan, Minnesota, Ohio and Wisconsin, the Program annually conducts a series of conferences. During the spring and summer of 1972, four conferences were held at the University of Michigan in Ann Arbor, covering topics of critical importance to school board members, administrators, teachers, students and community. These conferences were entitled:

Developments in School Desegregation and the Law

The Personnel Director in the Desegregation Process

Multi-Ethnic Curriculum and the Changing Role of the Teacher

The Role of the Principal in the Desegregation Process

The Program has transcribed or received written copies of the major presentations from each conference and is making them available to anyone interested in the pursuit of equal educational opportunities.

To the consultants from professional associations, governmental agencies, university communities, and practicing educators and attorneys, the Program expresses its appreciation for their sharing of experience and dedication to the proposition of equal educational opportunity.

Special appreciation is due Dr. Wilbur Cohen, Dean of the School of Education, for his continuing interest and support of the Program; and Henry Johnson, former Associate Director of the Program and now University Vice-President for Student Services, for his participation in the development of the conference series.

Finally, contributions of the below listed individuals responsible for the planning and coordinating of the conference series and these proceedings are acknowledged.

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INTRODUCTION

The Conference on The Personnel Director in the Desegregation Process, held June 19, 20 and 21, 1972, was designed to explore the role of the personnel director in developing and implementing administrative policies and regulations as they relate to the recruitment and placement of minority personnel.

Subject areas concentrated on the effects of desegregation on minority personnel, effective recruitment practices, legal requirements of racial equity in employment practices, and the need for effective policies for placement and retention of minority staff.

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WHAT DOES DESEGREGATION MEAN TO MINORITY PERSONNEL?

Summation of Remarks by
Barbara A. Sizemore

In order to establish a point of reference from which she was speaking, the speaker opened with an explanation of her theoretical framework, which she termed the foundation on which one builds what he does.

She began by defining desegregation and integration. Two definitions of integration were cited. One is called an open society definition. It states that every individual member of society should have a multitude of opportunities to interact with any other member of society based only on his personal tastes, abilities and preferences. This is voluntary. In the open society definition, the individual decides to act: I decide to interact with you.

The other definition of integration is racial balance. Racial balance means people are distributed among various institutions of the society according to their percentage of the population. Who does it? Does the person distribute himself? No. Someone else makes the decisions to distribute. In this definition, something is done to one by the state or whomever.

The definition of integration which has been chosen

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for the design of desegregation models throughout the country is the second one -- racial balance. The common formula is 80/20: 80% white, 20% black. This definition and the design of subsequent desegregation models have worked to the disadvantage of the minority groups in several ways. First, this definition of desegregation which sets racial balance is a racist definition because it posits that a school 80% white and 20% black is desegregated. This implies that the 80% (white) is superior to the 20% (black). The majority must always be white.

Why, is the critical question? Why, in a nation of nations, are the socialization goals of the desegregated schools designed to make minority groups conform to the cultural values of the White Anglo Saxon Protestant, ignoring the cultural values of other groups? This the speaker called "cultural arrogance", a term used by Michael Novak in The Rise of the Unmeltable Ethnics to describe the imposition of the White Anglo Saxon Protestant cultural values on all other groups. Desegregation has ignored the cultures of the non-whites.

Desegregation has also caused 31,700 black teachers to lose their jobs. When two schools, a black one and a white one, are combined, the one closed is always the black one. Occasionally, it might be changed into a warehouse or a center for socially maladjusted or to the Department of Federally Funded Programs, generally causing

few teachers to be needed. When fewer teachers are needed, blacks are selected out, not in.

What happens to the minority group person who does teach in the desegregated school? Too often this teacher is a person who is to field problems, to keep the lid on, to keep things from happening. This person is usually the fall guy. He is usually not trusted by the majority group personnel if he can't keep things from happening, and not trusted by the minority group if he doesn't let it happen. This person is in an untenable position.

But the primary prey of desegregation is the black principal. He inevitably loses his job when schools are combined. He may be made the assistant principal in charge of discipline, or he is shunted into a short-term Federally funded program that closes in three years, but he loses. The claim that under desegregation there are more opportunities for black people clearly is not true.

What must happen in a desegregated situation in order to effect some positive changes? A new curriculum design must be developed, one which recognizes that curriculum is everything that takes place in a school, both content of courses and methodology. If you change content of courses and methodology, you change the curriculum to accommodate the need for cultural recognition and the diversity of cultural values. These kinds of changes would lead to a change in the value system, a system

which perpetuates white, European superiority; male superiority; and the superiority of people with money.

A change in methodology should emphasize diagnosis of the client (student) to provide an understanding of his problems, so that programs can be designed to conform to the needs of the client. Teachers will have to get into the community to find out what children learn on the street and in the home, and what kinds of talents and assets they bring to the school in order to develop programs that are meaningful and ones which will accelerate the rate of learning. Teacher training programs too, must change to be more relevant.

In essence, to change curriculum and methodology, the schools must look at the client, diagnose the client, and match up what is done with what is learned about the client. This must be a continual process, one which will accommodate all multi-cultural styles.

Ms. Sizemore concluded by emphasizing the need to change the power relationships. Minority group students and personnel will always come out at the short end of the stick unless they have the power, along with the majority group, to define the terms, interpret the situation, and design the desegregation model which may lead to integration; that is, the creation of an open society, where every individual will have an opportunity to make a number of voluntary contacts with any other human being based on his own personal tastes, preferences and abilities.

AN ANALYSIS OF THE SOCIO-HISTORICAL FACTORS IN THE DEVELOPMENT OF COMMUNITY CONTROLLED SCHOOLS

James C. Buntin

The failure to carry out the United States Supreme Court decision in the case of Brown vs the Topeka Board of Education rendered in 1954 has led to one of the most controversial developments in public school education, namely the movement toward community control of the big-city schools. Black Americans across the country have demanded the power to govern those schools that serve black students. There is every indication that this strategy will be employed increasingly by other ethnic minorities--Puerto Ricans and Mexican-Americans in our large urban areas. For purposes of this study the term "community control" as applied to educational institutions will indicate schools that were or are predominantly black-populated and are segregated for any reason, de jure or de facto. In brief, a community-controlled school is a school in which parents, students or residents constitute a self defined "community" previously lacking control and who now exert extensive decision-making power over the policies of the school or schools serving that community. "Community" is the crucial word which separates this new form of school from most instances of "local control." Living within large "local" districts are many groups of people who have lost or never had any significant control over, and responsibility for, the local public school. The size of the self-defined "community" can vary widely from a large area with a connection by name and a sense of shared needs--such as Harlem or Watts--to a small group of parents living on one block or students attending one high school.

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The best definition of community control was set forth by the Five-State Organizing Committee for Community Control in a position paper addressed to the Harvard Conference on Educational Subsystems, prepared by a caucus group at the Harvard University conference of January 25, 1968.[1] The following is their position on educational subsystems and their definition of control:

"We are firmly opposed to the concept of educational subsystems. As we see it, subsystems take their place alongside compensatory education programs, proposals designed to racially balance the schools, and other techniques created by white Americans to avoid presenting relevant and innovative educational programs. These efforts are only token modifications of the power relationships which currently exclude black people from all levels of participation in the education process.

We also reject the concept of subsystems because educators are taking what was essentially a black movement for control of our schools and redefining that movement to their advantage, creating the concepts of subsystems, decentralization, and community schools. There must be a clear differentiation between the concepts of educational subsystems and the movement toward self-determination. Black people will not be satisfied with the compromise which subsystems present. We will do whatever is necessary to gain control of our schools. We view movements toward incorporation of the concept of community control into school systems whose basic control remains with the white establishment as destructive to the movement

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[1] Phi Delta Kappan, April 1968, pp. 450-451.

for self-determination among black people.

The nature of the control we seek does not mean merely naming black people to administrative positions in the existing public school systems. Control must extend to the active members of the community for which the schools exist. The objectives of our concept of control of the schools are four fold:

1. Decision making in regard to the procedures and processes of education must be responsive to the community.
2. There must be organization for absolute administrative and fiscal control of the school.
3. The function of education must be redefined to make it responsive and accountable to the community.
4. Supporters must be committed to complete control of the educational goals as they relate to the larger goals of community development and self-determination.

The strategies for accomplishing control of our schools will be essentially two fold:

1. Mobilizing community concern in regard to the need for community control.
2. Training community people (everyone with a stake in the products of the school) to effectively participate in the new process of community control of our schools."

The demands for community control of schools in large urban areas can fully be understood by recognizing the frustrations that black Americans and other racial minorities have experienced in their quest for freedom, equality, and dignity. Two hundred years of slavery have been followed by one hundred years of "freedom" and black Americans still remain outside of the mainstream of American life. By all standards, his welfare is substantially below that of white Americans; and statistics on income, employment, life

expectancy, housing, and infant mortality all reflect his unenviable position.

The black American has migrated from rural to urban areas seeking opportunity and has worked hard at the jobs that he could get, but the rapid upward mobility that greeted immigrants from other countries has eluded him. In part this is due to his relatively late arrival on the urban scene, when opportunities for unskilled labor were fast diminishing and the big-city political systems had become established and stabilized without his participation. Thus, he was caged in by the walls of the urban ghetto (now properly called the black community) with housing and job discrimination making nil his chances of improving his status. Massive discrimination in both the government and the private sector have prevented any semblance of equal human rights for the black man, and while attempts have begun to redress these inequalities, progress has been pitifully slow and almost indiscernable. Undoubtedly, the worst condition facing the black American has been his feeling of powerlessness. The barriers of discrimination has left the black man in America unable to fulfill the same high aspirations as his fellow citizens. His is imprisoned in substandard, overpriced ghetto housing, and his choice of jobs is very limited. He has neither the occupational or residential mobility nor the political power to counter these disabling conditions. Beyond this, his feelings of impotence is compounded by the failure of our social systems that were designed to improve his prospects and to alleviate his unbearable condition. This frustrating lack of control over his life's circumstance is the most difficult aspect to accept, for without

some measure of control over his destiny, his aspirations can never be more than pipe dreams. An outstanding black psychiatrist and author puts it well when he stated: "To be black, alive, and aware today is to live in a constant state of rage."

The basic problem of the black American is to gain control over his destiny, and in recent years a prospective solution has come into focus. Through racial cohesiveness (the black movement) and self-development the black man intends to liberate himself from racism and to gain equality and dignity. In the forefront of this effort is the quest to redirect and reform those institutions that have failed black Americans and even worse have inflicted injury and further disadvantages on racial minorities. In the black communities of the larger cities the institution that has most blatantly contributed to the above is being challenged, namely the American public school system. Neither urban educators nor informed laymen dispute the fact that the city schools have failed to help the black American substantially to improve his status. The indictment of the schools is particularly serious because formal education has represented the primary social device for equalizing opportunities among children of different racial or social groupings. Hard data indicates that while about 75 percent of white males in their late twenties have completed high school, only about 60 percent of non-white males in this age bracket have received a high school education. Even among those students who do reach the twelfth grade, the average black student is about three years behind the average twelfth-grade white in standardized achievement units. This is carefully documented in the report by the United States Office of Education which was compiled

by a committee headed by Dr. James Coleman and entitled, "Equality of Educational Opportunity" as well as the 1967 report of the United States Civil Rights Commission entitled, "Racial Isolation in the Public Schools."

The black American enters his adult life with severe educational deficiencies, and the nature of the schooling experience that is provided for him must share some of the blame for this condition. The average black student in the large urban areas attends a school that is less well-endowed than his counterpart attends in white schools. The quality of teachers in these "black" schools is less than that of their suburban colleagues. In addition to this, schools with large black enrollments have a history of being crowded and to experience shortage of materials and supplies and have been characterized by lower expenditures. Inferior resources is only one way in which the schools handicap the preparation of the black child for a productive life. More destructive to his self-concept and growth is the cultural intolerance reflected by his schooling experience. The materials, curriculum, and teaching methods were developed for the white middle-class child and they have been for the most part irrelevant to the experiences and special educational requirements of the black child. The present schools in the black community tend to undermine the identity of the black student by ignoring his cultural heritage. This is usually done in good conscience in a noble effort to be "color-blind" but by using this approach the schools in ignoring color have demanded that the black child reflect the language patterns, experience, and cultural traits of the white middle-class student. The urban

schools have, in effect, forced black students to be captive audiences in a hostile environment--one that did not consider nor even give concern to their needs. The schools as they now exist do not reflect the pluralism that is claimed for our society.

Since it is the intention of the black community to take over those institutions that mold their lives and the lives of their children it is not by accident that school boards represent their focal point. A participant in the Brookings Conference on Community Control of Schools held in Washington D.C. states it clearly:

> . . .the schools are rather natural and logical vehicles for a first thrust because they represent the white underbelly of society. They are present. They are constant. They are not something that is hidden in a back room in city hall which you can't reach. The principal is at hand. The teachers are there. So the school is a very tangible instrument around which action can focus.[1]

Besides being visible the schools to some represent a potent power in society and those who control it is thought to be controllers of something of extreme importance.

Additional support for school decentralization comes from support of the black community's position by a large segment of the white middle-class which has also been frustrated with the empty promises, administrative rigidities, lack of responsiveness and red tape that characterize the city school bureaucracies. The most powerful element underlying the push for radical change in the governing of schools has come from the recognition that the people

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[1]Community Control of Schools, The Brookings Institution, Washington, D.C., 1970, p. 6.

presently controlling the schools and who have been for some time trying to improve the ghetto schools have been totally inadequate and unsuccessful in their efforts.

The conventional thinking of the late 1950's and the 1970's suggested that racially integrating the schools would solve the black children's problem as well as other minorities. In most places integration was never achieved. Inaction on the issue or, worse yet, the gerrymandering of local attendance areas to prevent meaningful integration created more bitterness among the many blacks whose top priority was racially integrated education. The failure of the city school boards to deliver what they had promised led to much distrust of centralized school boards by minority citizens. Where integration did not take place it was token in nature, with black students placed in different "ability" groups or curricula than white students. The United States Commission on Civil Rights found that "many Negro students who attend majority-white schools are in fact in majority-Negro classrooms."[1] The burden for movement of students to effect racial balance was always on the black community and Berkeley, California, stands out like a lighthouse beacon as the only city of size in the United States that has cross-bussing to successfully expedite its integration plan. The recent disturbances in Pontiac, Michigan clearly indicate that white people do not ascribe to school integration and oppose the concept even more when bussing of students is involved. Even United States Senators and governors of States and State legislatures publicly refute any concept of integration if movement of white students is involved.

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[1]Racial Isolation in the Public Schools, Volume I. A Report of the United States Commission on Civil Rights, 1967.

THE LAW AND PERSONNEL POLICIES:

THE NEED FOR EQUITY IN MINORITY HIRING

Harry T. Edwards*

It is hard to believe that eighteen years have already passed since the historic opinion of the Supreme Court in Brown v. Board of Education of Topeka,[1] where the court stated that:

> "... in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal."

What is truly incredible is that, nearly two decades after Brown, there is still a need--indeed, an urgent need--to convene a conference of personnel directors to discuss problems related to the recruitment and placement of minority personnel in the public school system. That so many of you are here today gives unfortunate but accurate testimony to the fact that the legal principle of desegregation mandated by the Supreme Court in Brown v. Board of Education of Topeka, and its progeny, is still a goal and not yet a reality in this country.

My task today is to discuss with you one facet of the problem of desegregation in the public school system; i.e. the legal requirements of hiring as they relate to minority personnel. To this end, I will

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endeavor to give you an overview of the current trend of the law of equal employment opportunity in the field of public education.

As most of you are already aware, the problem of employment discrimination is not confined to the private, industrial, market place. Racial discrimination is pervasive among public and private employers alike, and it touches nearly every field of work above the level of unskilled manual labor. Too often those of us who toil in the area of public education, smugly assume that the problem of racial discrimination lies elsewhere. How often have you heard a school administrator say--"we will accept anyone who is qualified;" when in point of fact he really meant--"we would prefer not to hire a Negro, but if one possessing uniquely superior qualifications happens to pass through our community, we might consider him."

The "paper credential syndrome," which includes the endless search for the "best Black candidate available," has for years served the cause of discrimination well. White employers, in education as well as in other areas of employment, have for too long been permitted to exclude Blacks from good jobs by merely asserting the often specious claim that there are no "qualified" minority candidates to be found in the job market. Fortunately, the bugaboo of "qualifications," formerly the main device used in furtherance of discrimination, has now become the principal tool of change in the caselaw dealing with

equal employment opportunity. Employers are now being required to explain, with precision, the criteria used to determine who is "qualified" and, more importantly, they are being compelled to show that the criteria actually measure job performance. 2/

The Problem of Employment Discrimination in Public Education

Before I discuss some of the current caselaw which deals with employment discrimination in public education, it may be useful to first define the situations in which discrimination is most likely to occur. There are at least five areas of consequence that should be of concern to us today. They are:

1. Discrimination in the recruitment of minority candidates for employment;

2. Discrimination in hiring of minority applicants;

3. Discrimination in the retention of minority employees;

4. Discrimination in on-the-job-training of minority employees; and

5. Discrimination in upgrading and promoting of minority employees.

In approaching the issue of personnel policies as they relate to minority teachers, it is imperative to investigate these policies not just at the entry levels of employment but also at the retention levels.

It is of little effect to initially provide employment for minority applicants if that employment is to be subsequently limited or rendered unavailable on specious or discriminatory grounds. Furthermore, examples of problems encountered at the retention level are useful in illustrating the types of discriminatory practices which exist, how they manifest themselves and how they may be remedied so that those already employed may retain their positions and so that prospective employees will not be discouraged from seeking employment by the unfavorable experience of their peers.

The Definition of Discrimination

Before we proceed further, we must clarify our understanding of "discrimination." As Professor Alfred Blumrosen, a well-known scholar in employment discrimination, has observed:

> "We must accept the notion that discrimination is activity, not a state of mind. This is a crucial distinction which eludes many, including a number of otherwise sensible civil rights supporters. Discrimination is conduct which harms minority group persons. Where harm exists, it does not matter why the harm was done. Under this formula the pure of heart may discriminate. Their feelings of love, hate or neutrality toward minority groups are irrelevant. This is what the law would call the 'objective test' of discrimination to distinguish

> it from the 'subjective test' which seeks to determine whether there was a wish, desire, purpose or intent to harm minority persons....The older idea of discrimination was that it was 'subjective,' based on personal feelings of dislike because of race. This idea arose in response to the patterns of servitude imposed in the South. This 'subjective test' is simply inadequate to encompass the impersonal operation of a system of education or employment which has the proven capacity to harm minorities as a group, without the involvement of any individual who 'wanted' to cause such harm." 3/

The Supreme Court has recently made it clear that in measuring "discrimination under Title VII of the Civil Rights Act of 1964:

> "... good intent or the absence of discriminatory intent does not redeem employment procedures or testing mechanisms that operate as 'built in headwinds' for minority groups and are unrelated to measuring job capability...."
>
> * * *
>
> "The Act proscribes not only overt discrimination but also practices that are fair in form, but discriminatory in operation...."

Once you understand that we are dealing with "effects," and not merely "motives," in situations of alleged employment discrimination, then the caselaw is more easily comprehended.

The Legal Framework

There are a multitude of federal and state statutes, executive orders, and regulations proscribing employment discrimination in the

field of public education. For the sake of simplicity and clarity, I will only deal with the body of law arising under:

1. The U.S. Constitution--in particular the First (freedom of speech), Fifth (due process), and Fourteenth (equal protection) Amendments;

2. The Civil Rights Acts of 1866[4] and 1871;[5] and

3. The Civil Rights Acts of 1964 and 1972.[6]

The U.S. Constitution does not explicitly protect against discriminatory actions by private individuals; however, it has been interpreted to prohibit such action by representatives of both federal and state governments.[7] Since a public school system is considered to be an agency of state government, it is subject to the constitutional proscription against discrimination based upon race in employment.

Abridgement of constitutionally protected rights is often found in situations where teachers involved in civil rights activities are suddenly dismissed or fail to have their contracts renewed. These teachers are usually given specious reasons for the school board's decision to terminate their employment. The constitutionally protected rights involved in these situations range from freedom of speech and association to due process of law. Often the freedom of speech or

association abridgement is compounded by the absence of any hearing before or after discharge at which the teacher may face his accusers, hear their evidence and respond to it. In these situations therefore, there are often dual violations, by way of the lack of procedural due process coupled with the violation of a substantive constitutional right.

A good example of the type of case to which I refer, is one which was decided in 1966, involving a suit brought in federal court by a Black teacher in a North Carolina school.[8] The teacher had a twelve year record of excellent recommendations but in 1964 her contract was not renewed. Under the applicable North Carolina law all teacher contracts were for a one year term and were renewable thereafter at the discretion of the board generally acting in accordance with the recommendations of school principals. During the year prior to the non-renewal of this teacher's contract the town in which she taught became a location of intense civil rights activity. Plaintiff teacher openly participated in voter registration drives and in demonstrations designed to desegregate public facilities. Additionally, her husband and her father both became candidates for public office.

Immediately prior to the time for review of contracts, plaintiff received a letter from her principal listing seven minor infractions of school rules, none of which related to her class room performance.

The teacher replied offering explanations for the alleged infractions and soon received a second letter from the principal noting her "improvement" in the areas cited and stating that he intended to recommend that her contract be renewed for the coming school year. There was no evidence that the principal was aware of any subsequent infractions. However, when the local board met to consider contract renewals her contract was not renewed. The two letters from her principal were presented to the board along with the principal's reaffirmation of a favorable recommendation. The board stated that it had acted on the basis of the letters and had made no inquiry into plaintiff's conduct or teaching abilities. The board members also stated that they were aware of her civil rights involvement and two members admitted that they opposed integration of the schools.

The Fourth Circuit Court of Appeals had little trouble in deciding the case, in favor of plaintiff, and, in so doing, it ruled that:

> "We take it to be self-evident that the objections held either by the Board or the principal to the plaintiff's exercise of her personal and associational liberty to express her feelings about segregation would not justify refusal to renew her contract so long as these activities did not interfere with her performance of her school work."

The court found no evidence that plaintiff's civil rights

activities had interfered with the performance of her duties as a teacher. The court also pointed out that the infractions alleged by the principal were insufficient, both individually and collectively, to warrant non-renewal of her contract especially in light of her excellent twelve year record.

The significance of this decision, and others like it,[9] is the warning it gives to public school officials who would otherwise be bent upon infringing on the personal liberties of teachers. Many Black teachers nowadays are active participants in the civil rights struggle and are even frequently critical of the system for which they work. Therefore, it is important for school administrators to remember that, so long as job performance is not impaired, teachers, including minority teachers, are constitutionally free to protest against the ills of society. The same is true in connection with minority job applicants. For even if it is true that no one has an absolute right to public employment, it is also true that all have the right not to have public employment denied on arbitrary or capricious grounds in retaliation for the exercise of a constitutional right or in response to factors such as race which are irrelevant to job performance.

The Caselaw Under the Civil Rights Acts of 1866 and 1871, and Under Title VII

I would like to spend the remaining time allotted to me, discussing some of the recent caselaw which has arisen under the Civil Rights Acts of 1866 and 1871 and, additionally, the application of Title VII to the field of public education. Section 1981 of Title 42 of the U.S. Code, which is derived from a post-Civil War statute passed in 1866, prohibits racial discrimination in both public and private employment. Section 1983 of this same Title, which was derived from the Civil Rights Act of 1871, says that no person may, under color of state action, be deprived of any rights secured by the Constitution. By far the largest block of cases dealing with minority hiring in the field of education have arisen under these two post-Civil War statutes.

Title VII is the other important piece of legislation proscribing discrimination in employment. Section 701(a) of the recently enacted 1972 Amendments to Title VII of the 1964 Civil Rights Act includes state and local governments and their agencies within the definition of covered employers; and the exemption for both public and private educational institutions formerly found in Section 702 has been removed. Thus, teachers at virtually all levels are now entitled to protection against employment discrimination under Title VII.

Regarding racial discrimination, Title VII makes unlawful those employment practices which deny persons equal employment opportunity because of race.[9A/] As I have already mentioned, the United States Supreme Court, in its 1971 decision of Griggs v. Duke Power Company, stated that Title VII reflects a congressional mandate for:

> "the removal of artificial, arbitrary, and unnecessary barriers to employment when the barriers operate invidiously to discriminate on the basis of racial or other impermissible classification."

Since Title VII has only just recently been amended to include public school employers under its ambit of coverage, there is little or no law thereunder which deals directly with the field of education. However, there is an extensive body of caselaw which has arisen under Title VII during the past eight years; this law, although it deals with private sector cases for the most part, is nevertheless pertinent to any discussion of equal employment opportunity in the field of public education. Consequently, I will refer to some pre-1972 Title VII cases here in discussing the legal requirements of hiring as it relates to minority personnel.

The Transition Racially Dual To Unitary School Systems

Most of the cases of alleged discrimination to date have arisen pursuant to court ordered moves from segregated to unitary school

systems in the South. In 1969, the Supreme Court rendered two important decisions in this area. In one, Alexander v. Holmes County Board of Education, 396 U.S. 19 (1969), the court ruled that the aging order of Brown v. Board of Education was to take effect "immediately" and that school districts could no longer operate dual school systems based on race or color. In the second case, U.S. v. Montgomery County Board of Education, 395 U.S. 225 (1969), the court ruled in effect that the legal requirement of desegregation included an obligation to integrate public school faculties. In this regard, the Court in Montgomery County ordered the school board to move toward a goal whereby in each school the ratio of white to Negro faculty members was substantially the same throughout the school system.

The illegality of denial of employment on the basis of race is aptly demonstrated in the cases which deal with the displacement of Black personnel in the transition from dual school system to unitary systems. One of the single most important decisions in this area is Singleton v. Jackson Municipal Separate School District, 419 F.2d 1212 (5th Cir. 1970). This case, decided in 1970 by the Fifth Circuit Court of Appeals, has come to be recognized as the guiding light of legal principle in cases of alleged employment discrimination arising pursuant to court ordered desegregation. The Singleton decision set

forth standards to be followed in the event of personnel reductions which occur as a result of the transition to unitary school systems. In essence the court ordered that if, during the process of desegregation, staff reductions, resulting in dismissal or demotion of professional personnel, become necessary, the school district must proceed to select the staff members to be displaced on the basis of previously developed "non-racial objective criteria". The criteria must be made available for public inspection and must be retained by the school district. Additionally, the school district must also "record and preserve the evaluation of staff members under the criteria" and make the evaluation available to the displaced employee upon his request. The court in Singleton also made the significant ruling that, in the event of staff displacements--

> "no staff vacancy may be filled through recruitment of a person of a race, color, or national origin different from that of the individual dismissed or demoted, until each displaced staff member who is qualified has had an opportunity to fill the vacancy and has failed to accept an offer to do so."

As you can imagine, the Singleton decision has helped to diminish the tendency of overt bigotry toward minority teachers, and job applicants, who might otherwise be adversely affected by the

process of desegregation.

An interesting case[10/] in this regard involved a suit filed by a Black plaintiff who had been a principal for eight years in an all Black school in Georgia which was closed in 1967 in the transition to a unitary system. The plaintiff had requested that he be appointed principal of another school or director of the local Head Start Program. Instead, he was appointed for three years as a teacher in the Head Start Program and thereafter as a physical education instructor and as a social studies teacher. Between the time when plaintiff's school closed and when he filed suit, four principalships became vacant and although plaintiff requested appointment to each position, the board neither consulted with nor hired plaintiff. Instead a white person not previously displaced in the transition was appointed by the board to each available position.

In defense of its actions, the board argued that plaintiff was not, within the Singleton definition of the term, "demoted" since his salary as a Head Start teacher was higher than it had been as principal prior to 1967. The court rejected this argument and rightly so because Singleton explicitly defines demotion as being any reassignment under which among other things the staff member received less pay or has less responsibility than under the assignment he held previously. Clearly

the position plaintiff subsequently held entailed less responsibility. The court ordered plaintiff's immediate reinstatement to the position of principal in one of the district's schools and ordered the lower court to determine and award appropriate back pay and retirement benefits.

In a later case[11/] from the same county the court also found a Singleton violation when plaintiff, a Black head coach, was passed over for two head coach positions in a formerly all white school. The positions were given instead to white coaches from outside the district. Before the court ordered desegregation, the plaintiff had been head coach in an all Black school for ten years but had been demoted to the position of assistant coach in a formerly all white school when the Black school was closed. The court once again rejected arguments that the fact that there had been no salary loss was probative of the fact that plaintiff had not been demoted. The Court observed that the school board's claim that the Black coach could not handle the responsibilities associated with a head coaching job was belied by his outstanding record of coaching at the formerly all-Black school before desegregation. Even though the coach had been awarded state coach-of-the-year honors in five of ten years in basketball and once in football, the school board still argued that his prior record was

irrelevant because the formerly all-Black school had been smaller than the newly integrated school. To this, the court made the important ruling that, under the Singleton criteria, a Board of Education assumes the burden of establishing the minority person's alleged--

> "... lack of qualifications by means of objective and absolute criteria, not by means of comparison with another applicant or by means of administrative intuition."

Since it was found that the Black coach was clearly "qualified" on an absolute scale of measure, the board was ordered to promote him to the head coaching position.

The genre of cases disposed of pursuant to Singleton are illustrative of the position that school boards owe a continuing duty to minority teachers displaced by desegregation. Furthermore, the thrust of the law in this area is that it is not, as the school boards would have it, a privilege for a Black teacher from an all Black school to be placed in a subservient position in a predominantly white school. Rather, it is his legal right to be appointed to a position of equal status and responsibility. A school board is also restrained from arguing that displaced Black personnel are unqualified in comparison to available whites not also displaced. The standard to be used in determining qualifications must be objective and

absolute, not based on comparison with another applicant or board bias. Minority teachers may properly be displaced pursuant to a transition from a segregated to a unitary school system,[12] however, as the cases clearly recognize, unless objective standards are required, not only would the displaced minority staff remain displaced but, in all probability, the overwhelming numbers of minority applicants for new employment would remain unhired.

Employment Tests and Other Qualifying Criteria

Objectivity is not the only requirement that criteria for hiring or retention must meet. It is also crucial that the criteria bear some provable relationship to the position in question when the use of the criteria results in unfavorable diffentials along racial lines. The problems encountered in this area are graphically illustrated by two 1971 Mississippi cases in which the school district imposed the requirement that both incumbent teachers and prospective applicants attain certain scores on the National Teachers Examinations (NTE)[13] and the Graduate Record Examinations (GRE)[14] in order to retain or obtain employment. In both situations the local boards were aware of the fact that an overwhelmingly disproportionate number of Blacks, as compared with whites, had failed to achieve these scores and therefore the pool of eligible teachers would be virtually all white. The Courts

in both cases ruled that the use of these criteria as conditions of employment was illegal because (1) the tests had a disproportionately adverse impact on Black vs. white job candidates and (2) the tests were never clearly shown to measure or predict a person's ability to be a good teacher.

The courts found that the GRE and NTE were not designed to facilitate the selection or identification of effective teachers. Rather, it was found that the purpose of the GRE was to assist in the identification of candidates for graduate study; and the purpose of the NTE was to measure the academic achievement of seniors in teacher education programs. There was no evidence of positive correlation between scores on either examination and effective teaching skills and ability. In refusing to allow the districts to continue using the test scores as the sole or principle criteria for employment, the courts thwarted the districts attempts to comply with nondiscriminatory hiring in form but not in substance.

In another similar recent case,[15/] the New York City Board of Examiners was enjoined from administering competitive examinations for the selection of principals and assistant principals, where it was shown that Black and Puerto Rican candidates failed the exam more frequently than white candidates. In this connection, the

court ruled that:

> "... where ... plaintiffs show that the examinations result in substantial discrimination against a minority racial group qualified to take them, a strong showing must be made by the Board that the examinations are required to measure abilities essential to performance of the supervisory positions for which they are given.
>
> * * *
>
> "A study of the written examinations reveal that major portions of them call simply for regurgitation of memorized material. Furthermore, the oral examination procedure leaves open the question of whether white candidates are not being favored--albeit unconsciously--by committees of examination assistants who have been entirely or predominantly white."

The court ruled that since the board could not demonstrate that the tests were job-related, they should be discarded.

Although the above cited cases arose under the Civil Rights Acts of 1866 and 1871, the principles stated are uniformly followed by the courts in Title VII cases. Job tests, whether for hiring, promotions or training, must be job related:

> "It seems to be generally accepted that before an examination will be recognized as a reliable instrument for measuring the fitness and ability of a candidate to perform tasks demanded by a given position, the examination should be validated, i.e. shown to be reasonably capable of measuring what it purports to measure ... The

> first step toward this basic objective is to insure that as to subject matter the examination will elicit from the candidate information that is relevant to the job for which it is given."[16]

If a test or standard of qualification is neutral on its face but is shown to have a disproportionately adverse affect on a particular racial group, then it must sustain the test of "business necessity." For example, if a neutral seniority system has the effect of freezing Blacks out of certain jobs from which they have been historically excluded, the system will be declared to be unlawful unless it can be demonstrated to be essential to the safety and efficiency of the employing enterprise.[17]

In short, "it is both unreasonable and discriminatory to use ostensibly neutral criteria for employment where those criteria are not substantially related to the job's requirement and where the criteria disqualify substantially more Black applicants than white."[17A]

Recruitment

Another area of concern in employment discrimination cases is that of recruitment of minority candidates. Professor Blumrosen has effectively argued that:

> "Title VII thus proscribes recruitment practices which deny minorities the notice of and opportunity to secure employment with employers who have a substantially segregated labor force. It may be useful to crystallize this reasoning by stating that Title VII imposes on employers who have a substantially segregated labor force the duty of fair recruitment. It would be unfortunate if this shorthand expression were to become involved in those interminable arguments about misfeasance vs. nonfeasance. The arguments could be made that Title VII imposes no affirmative duties, but merely assures that what an employer chooses to do, he must do in a non-discriminatory manner. The futility of this line of argumentation should clear.... The short answer is that the distinction is without substance. In fact, employers do have recruiting systems; they notify, advertise, post notices, interview applicants, and hire people. All of these things constitute activity. They are measurable and controllable. Where these activities perpetuate segregation, they are unlawful under Title VII."

The caselaw under Title VII supports Professor Blumrosen's thesis regarding the "duty of fair recruitment." A very strong judicial statement regarding the duty of fair recruitment is found in the District Court decision in United States v. Local 86, Ironworkers Union.[19/] There the court rendered the following conclusions of law which are instructive here:

> "Where union membership is virtually all white, it is unlawful for a union ... to limit information with regard to membership, work referral opportunities, and apprenticeship training to union members and other whites. It is unlawful for a union ... to give false, misleading or incomplete information to Blacks because of their race, or to fail or refuse to inform them of the procedures for application for membership, referral or apprenticeship training.... It is unlawful for a union ... actively to attempt to recruit whites while making no effort to recruit Blacks.... In proving a pattern or practice of racial discrimination, evidence of the discriminatory reputation of a union ... is relevant and admissible. Such evidence is admissible to show how and why Blacks may have been discouraged from applying for membership, referral or apprenticeship, and how and why some of those who did apply may have been discouraged from pursuing their applications vigorously.... Statistical evidence regarding the racial composition of the defendant organizations and the community at large is probative of the issue of whether defendants have pursued a policy of racial discrimination. This is especially true when it has been shown that qualified Blacks have been and continue to be residence of the area."[20/]

Thus in the field of education, the proposition may be stated that school boards have an affirmative duty to recruit Black teacher applicants where none or few have been hired in the past, particularly in communities where there is a measurable Black population. In this connection, personnel directors should utilize recruitment channels

that are most likely to produce Black applicants. For example, if a school district has previously limited its recruitment to colleges which have few or no Black students, then the recruitment effort should be expanded to include schools where Black students are in attendance in significant numbers. In some cases, where a school district has never employed a Black staff member, it may be necessary for the Board of Education to engage in a positive program of affirmative action. The Equal Employment Opportunity Commission has adopted the viewpoint that when it is apparent "that for a number of years an employer has been excluding Negroes, the employer has an affirmative duty to take whatever steps are necessary to convince potential Negro employees that it has abandoned its discriminatory policies and practices."[21/] In this regard, the EEOC has ruled that if an employer fails to convincingly demonstrate to the Negro community its willingness to hire Negroes and, as a consequence, it fails to recruit and hire Negroes, then it will be found that the employer has been perpetuating its past discrimination against Blacks so as to currently discriminate against them because of their race within the meaning of Title VII.[22/]

The Notion of Affirmative Action

This then brings me to my last subject of concern here today, namely, the notion of "affirmative action" to remedy employment

discrimination. The subject of affirmative action or "preferential treatment," is probably an appropriate subject to close on, because it is usually the last line of defense advanced by those who are opposed to the concept of equal employment opportunity. The premise behind the concept of "affirmative action" is that hiring and promotion practices which appear neutral on their face result in perpetuation of the unequal distribution of minority workers throughout the various segments of the economy. The labor market is dominated by corporations, unions, public institutions and employment agencies which have historically tended to exclude minority groups from the rewards of the economy. Thus, it is argued, that the key to remedying the situation is to change the attitudes of the decision makers in each particular institution so that a policy emerges that regards such a change in reward distribution as not only desirable but essential.

One of the most successful methods of effecting such a change in institutional norms is through the enactment of legislation such as Title VII of the Civil Rights Act of 1964. By legally confronting entrenched interests, the restrictive structure that has been maintained over time may be forced to give way under the brunt of a change in national policy. However, even following the enactment of strong anti-discrimination legislation, it must be recognized that,

although the legal basis of discrimination has been altered, the content of minority exclusion often remains as a result of centuries of unequal access to the opportunity structure. Therefore, because allegedly "neutral" employment decisions still leave minorities at a disadvantage as a result of the history of race relations, further efforts to remedy the situation must, of necessity, extend beyond such neutrality. Unfortunately, once the government extends its influence beyond the strict concept of color-blindness it becomes vulnerable to a charge of illegal preference for one group over another. The tensions produced by the two principles of color-blindness and color-consciousness are at the very core of the questions concerning the legitimacy of affirmative action in employment situations.

Proponents of the color-blind approach argue that strict impartiality may be constitutionally required under the Equal Protection and Due Process Clauses of the Fourteenth Amendment. Adherents of color-blindness also point to the uncertain constitutional status of "hiring quotas" as a reason for avoiding preferential treatment for minority group job applicants.

With all of this said, it should be noted that the current status of the law of equal employment opportunity is not "color-blind." Section 703(j) of Title VII of the Civil Rights Act provides that:

> "Nothing contained in this Title shall be interpreted to require any employer ... to grant preferential treatment to any individual or to any group because of the race, color, religion, sex or national origin of such individual or group on account of an imbalance which may exist with respect to the total number or percentage of persons of any race, color, religion, sex or national origin employed by any employer...."

However, Section 706(g) states that

> "If the court finds that the [employer] has intentionally engaged in ... an unlawful employment practice ... the court may enjoin the [employer] from engaging in such unlawful employment practice, and order such affirmative action as may be appropriate ... or other equitable relief as the court deems appropriate...."

Since its enactment in 1964, the inner tension between the anti-preferential treatment provision in Section 703 (j) and the provision authorizing the courts to order "affirmative action" upon a finding of discrimination, pursuant to Section 706(g), has been primarily, if not definitively, resolved in favor of a more color-conscious approach. Thus, for example, the Sixth Circuit Court of Appeals has held that:

> "The provision of the Civil Rights Act of 1964 against granting preferential treatment under the Act solely because of an imbalance in racial employment existing at the effective date of the Act is not a ban on affirmative relief against continuation of the effects of past discrimination resulting

> from present practices which are neutral on their face but which have a practical effect of continuing past injustices."[23/]

While no court has yet flatly approved "hiring quotas" as such under Title VII, nevertheless, the courts have not hesitated to use statistics and ratios as a tool for measuring an employer's compliance with Title VII; in this regard, the courts have frequently held that an employer is responsible for the results of perpetuating the effects of past discrimination and that statistics alone may be the evidence of such discrimination.[24/]

The cases which have arisen under the Civil Rights Acts of 1866 and 1871 are less equivocal on the question of affirmative action and preferential treatment. To date, several courts have clearly ruled that a public employer may be required to give preferential treatment to minority job applicants in order to overcome the present effects of past discrimination.

For example, in the case of Porcelli v. Titus, 2 FEP Cases 1024 (3rd Cir. 1970), it was held that a school board in New Jersey did not violate the Civil Rights Act of 1871 when it abolished an existing procedure whereby principals and vice-principals were appointed from a promotional list based upon oral and written examinations. In place of the existing system for promotions, the Board of Education had adopted a temporary procedure under which race was one factor used in the selection of principals and vice-principals. Several white teachers, who would otherwise have been promoted from the promotional list, filed suit claiming that the new system instituted by the board constituted reverse discrimination against Caucasians. The court rejected the plaintiff's claim and ruled as follows:

> "There was such a great imbalance in the principal and vice-principal positions that, in his professional judgment, [the superintendent] felt that by adding a Negro who was qualified to these important positions, thus making the faculty more integrated, would readily lend itself to an upgrading of the public school system.... State action based partly on considerations of color, when color is not used per se, and in furtherance of a proper governmental objective, is not necessarily a violation of the Fourteenth Amendment. Proper integration of faculties is as important as proper integration of

> schools themselves.... School authorities have an affirmative duty to break up the historical pattern of segregated faculties, the hallmark of the dual system. It would therefore seem that the Boards of Education have a very definite affirmative duty to integrate school faculties and to permit a great imbalance in faculties ... would be in negation of the Fourteenth Amendment...."

A similar ruling was handed down in NAACP v. Allen, 4 FEP Cases 318 (1972), where it was found that in the 37 year history of the Alabama State Police there had never been a Black state trooper; to remedy this situation, the court ordered the state to hire one Negro trooper for each white trooper hired until approximately 25% of the Alabama State trooper force was comprised of Negroes. Other cases arising under the Civil Rights Acts of 1866 and 1871 have adhered to the proposition that public employers may be required to give preferential treatment in hiring to minority job applicants for the purpose of eliminating present effects of past discrimination.[25/]

Conclusion

At the beginning of my speech today I indicated that I would attempt to give you an "overview" of the current status of the law of equal employment opportunity as it applies to the field of public education. While I am sure that there are many questions left unanswered by this presentation, I hope that I have at least scratched

the surface of the problem for you and suggested some overriding principles which have a bearing on the issue of recruitment and placement of minority personnel in a public school system. The importance of equal employment opportunity, especially in the field public education, cannot be overstated. Hopefully, in the not too distant future, the customs within our country will be seen comport with some of the legal principles which I have discussed today.

FOOTNOTES

* Associate Professor of Law, University of Michigan.

1/ 347 U.S. 483 (1954).

2/ Griggs v. Duke Power Co., 401 U.S. 243 (1971); Singleton v. Jackson Municipal Separate School District, 419 F.2d 1212 (5th Cir. 1969). Armstead v. Starkville Municipal Separate School District, 325 F. Supp. 560 (N.D. Miss. 1971); Baker v. Columbus Municipal Separate School District, 3 FEP Cases 719 (N.D. Miss. 1971).

3/ Blumrosen, Civil Rights Conflicts: The Uneasy Search for Peace In Our Time, 27 Arb. J. 35, 38 (March 1972).

4/ 42 U.S.C. §1981.

5/ 42 U.S.C. §1983.

6/ 42 U.S.C. §2000e.

7/ Johnson v. Branch, 364 F.2d 177 (4th Cir. 1966).

8/ Id.

9/ Cooley v. Board of Education, 4 FEP Cases 133 (8th Cir. 1972).

9A/ Section 703(a) of Title VII states that "it shall be an unlawful practice for an employer (1) to fail or refuse to hire or to discharge any individual, or otherwise to discriminate against any individual with respect to his compensation, terms, conditions, or privileges of employment, because of such individual's race, color, religion, sex, or national origin; or to limit, segegrate, or classify his employees or applicants for employment in any way which would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect his status as an employee, because of such individual's race, color, religion, sex, or national origin."

10/ Lee v. Macon County Board of Education, 4 FEP Cases 197 (5th Cir. 1971).

11/ Lee v. Board of Education, 4 FEP Cases 526 (5th Cir. 1972).

12/ See, e.g., Thomas v. Board of Education of the Plum Bayou Tucker School District, 4 FEP Cases 591 (8th Cir. 1972).

13/ Baker v. Columbus Municipal Separate School District, 3 FEP 719 (N.D. Miss. 1971).

14/ Armstead v. Starkville Municipal Separate School District, 325 F. Supp. 560 (N.D. Miss. 1971).

15/ Chance v. Board of Examiners, 3 FEP Cases 672 (S.D. N.Y. 1971); 3 FEP Cases 1206 (S.D. N.Y. 1971); affirmed, 4 FEP Cases 597 (2nd Cir. 1972).

16/ Id. at 682-683. See also Gregory v. Litton Systems, Inc., 316 F. Supp. 401 (C.D. Cal. 1970); Griggs v. Duke Power Co., 401 U.S. 424 (1971); U.S. v. Central Motor Lines, Inc., 4 FEP Cases 216 (W.D. N.C. 1971); Johnson v. Pike Corp., 332 F. Supp. 490 (C.D. Cal. 1971); Rowe v. General Motors Corp., 4 FEP Cases 445 (5th Cir. 1972).

17/ Local 189, Papermakers v. United States, 416 F.2d 980 (5th Cir. 1969), cert. denied, 397 U.S. 919 (1970).

17A/ Blumrosen, Black Employment And The Law (1971), at pp. 230-231.

18/ Armstead v. Starkville Municipal Separate School District, 325 F. Supp. 560 (N.D. Miss. 1971).

19/ 315 F. Supp. 1202 (W.D. Wash 1970); aff'm. 443 F.2d 544.

20/ See also U.S. v. Central Motor Lines, Inc., 4 FEP Cases 216 (W.D. N.C. 1971); Local 53, Asbestos Workers v. Vogler, 407 F.2d 1047 (5th Cir. 1969).

21/ EEOC Decision No. 72-0703 (Dec. 1971); 4 FEP Cases 435, 437.

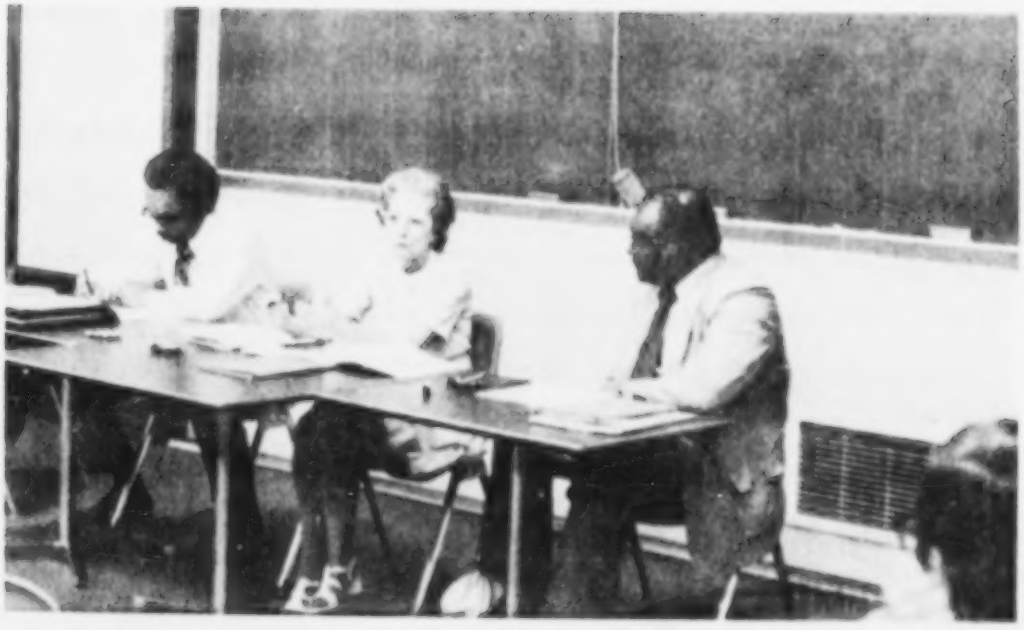
22/ Id.

23/ U.S. v. IBEW, Local 38, 428 F.2d 144 (6th Cir. 1970), cert. denied, 400 U.S. 943 (1970). See also U.S. v. Ironworkers, Local 86, 443 F.2d 554 (9th Cir. 1971).

24/ See, e.g. Parham v. Southwestern Bell Telephone Co., 443 F.2d 421 (8th Cir. 1970).

25/ See, e.g., Carter v. Gallagher, 4 FEP Cases 121 (8th Cir. 1971); cf. Contractors Association v. Schultz, 442 F.2d 159 (3rd Cir. 1971).

Left: Barbara Sizemore speaks to the issue of what desegregation means to minority personnel.
Below: A panel discusses the issue of what happens to minority personnel after they are hired. The panel is composed of a superintendent, a career placement counselor at a university, and a personnel administrator in a public school system.



Assessing the Need for A Racially Balanced Staff

Dr. Charles D. Moody

Today I want to share with you a few of my notions about the whole area of staff racial balance. The term racial balance has been in the news and in the literature for a few years now; to me these terms are code words or synonymous for desegregation. Desegregation is normally thought of only in the body mixing of students. In fact the concept of equal education opportunity is very seldom expanded to the level of staff recruitment, hiring, transfer, promotion, and retention.

Racial balance is for the most part thought of as maintaining a white majority and control, based on some percentage figure relative to the racial composition of the student population of the school or school system, if the system has a majority white population; however, this definition or concept seems to lose its validity when the reverse composition of the student population is the case.

I would advance the concept that racial balance of a school staff would reflect the percentage of the racial composition of the student population, if that percentage is at the same or greater percentage of the minority population of the country as a whole, and where this is not the case, then

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in my schema, racial balance would be the same percentage staff composition that reflects the percentage of the minority population of the country. This concept would not allow school systems with relatively small or no minority student population to feel guiltless in their lack of affirmative actions to employ minority personnel at every level in any appreciable numbers.

Now that I have presented my concept of racial balance in staffing, I want to proceed to the other areas to be covered in my talk with you this morning.

During most of this country's history, public policy has been characterized by separate schools for Blacks and whites. In 1896 the Plessy vs. Ferguson decision of the Supreme Court established the doctrine of "separate but equal". However, in the Supreme Court decision of 1954, Brown vs. Board of Education at Topeka struck down the Plessy vs. Ferguson doctrine of "separate but equal". The justices ruled that "in the field of public education the doctrine of separate but equal has no place. Separate educational facilities are inherently unequal."[1]

Not only were the facilities unequal but the grave discrepancies between the pay for Blacks and whites were more than unequal to say the least. Blacks with better qualifications, more years of experience, and in position of responsibility could not hope to make as much as white teachers.

In both the North and South, but more so in the North than in the South, Blacks could not realistically aspire to positions beyond the classroom teacher level, in fact many northern superintendents and personnel directors were looking for Blacks with Ph.D.'s as classroom teachers. The one big cry has been, we can't find any "qualified".

Leo Beeke, a Vice-President with Ford Motor Company, stated in an issue of Newsweek in 1968, "Hiring the most qualified is a good philosophy -- the right philosophy -- so long as you give everybody the opportunity to be qualified."

H.J. Smith relates how he approached his college advisor about the possibility of becoming a superintendent in the future. The professor's pessimistic reply was:

> "Frankly speaking you might as well forget about being appointed a school superintendent. As far as I know outside of eleven southern states, there is one Negro Superintendent of schools in the United States. He is in Lincoln Heights, in an Ohio Community of about 8,000 persons of whom 98 percent are Negro. You can consider yourself lucky if you get a principalish in a large city. Yes I would say your best opportunities are in the large cities, if they are any place. I am sure you do understand there is no doubt in my mind about you being highly qualified and capable. Your leadership ability has been commended internationally, you are academically well prepared and you are a successful teacher, but you are a Negro."[2]

Bernard Watson, a Black who was formerly deputy superintendent for planning in Philadelphia, states, "We have been systematically kept out of top positions for years -- and we still are."[3]

While we are on the subject of qualifications, and looking at the historical perspective of employment opportunities for Blacks in education, I would hasten to point out that some of the tactics employed to keep Blacks out have not been so overt and blatant, at a first glance; in fact, they may seem fair and very good policies insuring equality of employment opportunity.

In some states all teachers had to take the National Teachers Examination, but the way the test scores were used as criteria for promotion and placement on tenure status was a different matter. In many cases Blacks were required to make higher test scores than whites.

Many of the larger school systems had their own testing process which in many instances consisted of both a written and oral examination for all personnel. If Blacks passed the written, they were eliminated on the oral. The Courts have struck down these kinds of discriminatory practices where they existed. However, if we would look at the statistics of some of the 20,000+ school systems in America, the employment opportunities for minorities is very limited whether or not the process of desegregation is taking place.

One would rarely, if ever, hear an openly bigoted expression at schools like Harvard, Yale, the University of Chicago, the University of California. At the same time, however, subtly discriminatory remarks and actions do exist, and the University faculties and students have usually

been white, while the custodians have been Black.[4]

The history of employment opportunities for minorities at the colleges and universities is more depressing than the elementary and secondary school level. All have in recent years tended to hire minorities on "soft" money -- Federally funded or special projects of limited duration.

The non-professional staff employment opportunities for minorities aren't any rosier, especially for the secretarial and clerical staffs. In our work here at the institute, we have been involved with more than 20 school districts and roughly some 70+ schools. The first thing that strikes our eyes is the whiteness of the front office staff. This has been true regardless of the racial composition of the school's student population.

I don't intend to bore you with a lot of statistics or to tell you things of which you are already aware.

A few moments earlier I mentioned that there were glaring discrepancies between the salaries of Black and white educators. There have been a number of law suits filed in the past by Blacks to rectify the situation. These litigations were carried out in courts in southern and border states during the 1920's, 1930's, 1940's and 1950's. Let me cite some figures from some cases. In 1935-36 in seventeen states, only about $.50 was paid to "colored" teachers for every $1.00 paid to white teachers. "North Carolina seems to be more liberal than the average, the ratio at that time being

$.67 to Negro per $1.00 to the White, and in 1940-41, $.79 to the Negro for each $1.00 per white."[5]

Not only were employment opportunities poor, but when we got jobs we were paid much less for the same job.

This part of my talk was merely an attempt to give you a historical overview of employment opportunities for minorities in education, as well as to advance my concept of a racially balanced staff.

There are five other areas that I wish to touch on briefly.

1. Models for the development of positive self-concepts in students.
2. Destruction of myths and stereotypes.
3. Models for whites in subordinate roles.
4. Economics.
5. School Boards and consultants.

The Courts have enunciated a number of reasons for ordering staff desegregation. First, let us look at the legal theory that has been set out in some basic litigation over the past few years. The Courts have said all students are entitled to an education free from any form of racial discrimination -- including segregation of faculty. The segregation of staff denies the students' rights to an equal educational opportunity.

Judge Roth[6] in his decision handed down Wednesday, June 14, 1972, gave a specially created panel the power to reassign

teachers "to prevent the creation or continuation of the identification of schools by reference to past racial composition".

Roth said there should be no less than 10 percent Black faculty and staff at each school "in the metropolitan district". He also said whenever there is more than one administrator "every effort should be made to assign a biracial administrative team".

We, as Blacks, must not continue to let the courts or white school administrators operate from a deficient or pathological model in balancing staff. The literature both legal and educational is filled with statements trying to rationalize and/or justify elimination of Black Educators.

The NEA Task Force on Teacher Displacement[7] found that white schools are viewed as not having places for Negro teachers. As a result, when Negro pupils in any number transfer out of Negro schools, Negro teachers become surplus and lose their jobs. It matters not whether they are as qualified as other teachers in the school system who are retained. Nor does it matter whether they have more seniority. They were not employed as teachers for the school system -- as the law would maintain -- but as teachers for Negro schools, which is the result of that notion that Black teachers are "deficient", which scares people, now that they might be teaching white students.

To quote from the New York University Law Review, vol. 42,

1967, this assumption is taken as fact. The following statement attests to that:

> "Due to several conceded inadequacies of the Negro teacher who has taught and been taught in all Negro schools, one of the direct results of wholesale consolidation of faculties would be to produce an overall inferior institution. It is difficult to read Brown as requiring such a sacrifice of educational quality for the sake of principle. Neither the constitution nor the remedy for past constitutional violations requires both Negro and White students to suffer the deficiencies formerly prevalent in the Negro school."

This notion is so widely accepted that programs to retrain and upgrade displaced Black educators have started with millions of dollars in Federal and foundation funds. However, later court decisions have shown by their rulings that a person qualified to teach Black students is just as qualified to teach white students.

There are those who will argue that there is ample authority to show that Black pupils are injured by the assigning of teachers to schools on the basis of the teachers' or students' race. If one is to rely on the white sociologist, psychologist, and educator, there is existing an abundant amount of information that would show that segregated faculties are harmful to the educational and psychological development of Black students. This hypothesis is advanced on the premise that the Black teacher is from the lower class and he or she also is the product of an inferior educational institution. Many large northern school systems

have used graduation from a southern Black college as grounds for denying Blacks employment as educators in the system.

In much of the literature, efforts to show a need for Black educators in a desegregated setting attempt to show that only Black students gain from the model image of the Black educator.

The Iowa Law Review[8] refers to some work of Clark and Kaplan in which it is stated:

> "Student desegregation is only a partial solution to the problem of the Negro child. His new educational surroundings cannot really be called "desegregated" when the school rigidly retains an all white faculty and staff. When Negro children observe whites in positions of power in a school while Negroes hold only menial positions, the teaching and learning of democratic ideals may be hindered. This occurs because the assignment of teachers and administrators on the basis of race is a concrete example of undemocratic action. Further, it is at least arguable that the achievement of Negro children may be adversely affected if all of a school's teachers are white. Negro children identify more easily with Negro teachers than white teachers. Seeing Negro teachers being treated equally with whites in the schools they attend assists Negro children in believing that they, too can achieve equality with whites."

Very few references in the educational literature speak to the injury to white students in all white settings, where their sense of superiority and the myths and stereotypes of Blacks are reinforced and perpetuated.

However, Abraham F. Citron[9] makes some good and valid points that indicate the cultural deprivation and the

psychological damage done to white children growing up in an all white milieu. Let me state just a few of his remarks.

> "The white child in a white milieu, with no essential break in patterns or attitudes in the home, builds into his personality a feeling of the rightness of whiteness. All major sources of his impressions reinforce each other and lead him to feel that Whiteness, the way he is, is natural and standard.
>
> The signs, language, rewards and punishments, behaviors of referent adults and peer group norms and behavior, all tell the white child that the people who matter are his color. Children note that white persons almost always hold the positions of respect and authority in the society."

The white child as he grows up orients himself in a white-centric world. He thinks of himself as the standard against which all others must be measured. The notion of superiority simply because of his color is developed.

The ghettorized and deprived white child needs to see and interact with Blacks who have varying social roles, economic status, and leadership positions to eliminate the myths and stereotypes held. This is necessary for his own healthy development, emotionally and psychologically. Children reared in the folkways of the rightness of whiteness are condemned to move in the cherry orchard of a dying era, playing roles fast passing from the stage of histroy.[10]

Irvin Glick[11] conducted a study in which he attempted to ascertain the credibility of the demand that Black children need not only grassroots involvement and control of their schools, but moreover that Black children must have Black

teachers. This demand seems to reflect the view held by people in various Black communities that white authority, white-made decisions and white-designed programs are no longer appropriate for Black people. That in a special way, whiteness itself makes a difference -- a difference that acts, at this time, as an obstacle to the fuller realization of Black identity, prestige, and power! Furthermore, the demand for Black teachers for Black children seems to be convergent with the view that if Black people are to participate in every facet of society with pride and dignity, the obstacle of whiteness itself must be overcome.

The concept of Black control, Black Power and Black identity is very frightening to white educators, because it carries with it parity, equal power, positions, decision-making authority and financial resource control which is difficult for this society to comprehend. I have stated many times that integration, separatism, and the above mentioned concepts are not only compatible with but necessary for true integration, however, I have not mentioned the steps that have to be taken.

Samuel L. Woodard, Associate Professor of Educational Administration and the Director of a Title IV Institute at Illinois State University, makes a very good analogy between Black Power and achievement motivation.

Black Power

1. Self definition and determination of unique values: reject racism and other values retarding achievement.

2. Unite: lead own organizations, decide upon goals and what roles necessary to attain them.

3. Recognize cultural heritage: develop black consciousness, pride.

4. Build sense of community: call each other brother and sister; "soul" binds all regardless of differing education or status -- "getting ourselves together."

Achievement Motivation

1. Cognitive supports: self-image; what is important and valuable in life?

2. Goal setting: life goal inventory, strategy for removal of obstacles to attainment; risk taking and responsibility for actions.

3. Language of achievement: social-psychological climate for achievement mystique.

4. Group support: achiever needs emotional as well as rational support in his attempts at self change; group leaders convey idea that -- "whoever you are, we accept you as worthy of our respect." [12]

This topic really lends itself to a dissertation or book, and I don't intend to talk very much longer; therefore, I would like to close with these formal remarks:

1. All students are entitled to an education free from any form of racial discrimination including segregation of faculty. The segregated faculty denies the student's right to an equal educational opportunity.

2. Schools may be identifiable by the race of the faculty irrespective of the racial composition of the student body. Thus, in the community's eye a particular school may be labelled "inferior" or "minority" on the basis of the staff and thereby encourage pupil segregation, but more important, denial of resources.

3. Educational benefits to be derived from staff racial balance include:

   a. Staff sensitivity and resources to deal with students of differing racial, ethnic, or socio-economic background as well as educate them about their contributions and citizenship in a pluralistic country.

   b. Cross-cultural interaction models (teachers, administrators, etc.).

   c. Experience (for whites) of being subjected to authority figures of the opposite race.

   eee d. Modification of concept that minorities are restricted to the lower rungs of the employment ladder and that equal educational opportunity does not exist.

   e. Raising of minority staff morale and thence improvement of their teaching, because race has been eliminated as the major determination of assignment and, assumedly, other actions, such as promotion.

   f. The economic gains as incentive for minority staff to aspire to position to control large budgets and impact on other agencies doing business with schools through affirmative action programs.

If the above items are not enough to convince some educators that their staffs should be racially balanced, this might. Educational institutions are not exempt from Title VII under the 1972 amendments.

Thanks for your attention. I will now entertain your questions or comments.

FOOTNOTES

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4. Skolnick, Jerome, Integrated Education, Issue 53, p. 39 Sept.-Oct. 71.

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6. Ann Arbor News -- Ann Arbor, Michigan June 14, 1972, p. 1.

7. Beyond Desegregation: The Problem of Power -- a Special Study in East Texas; Commission on Professional Rights and Responsibilities, NEA, February, 1970.

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11. Glick, Irvin David. Does Teacher's Skin Color Matter? Integrated Education Issue 55 Vol.X, p. 27. Sept.-Oct. 1971.

12. Woodard, Samuel L. Black Power and Achievement Motivation, Clearing House, 44:73 Oct. 1969.

SOCIO-PSYCHOLOGICAL IMPLICATIONS IN RECRUITING AND HIRING MINORITY PERSONNEL

Ulysses Byas

The objective as stated on the outline of this program is to discuss some of the factors which affect the minority person's attitude toward seeking employment in an integrated setting. The constraint of time makes it impossible to present a thorough historical background relative to the causative makeup of the minority person's attitude toward things generally in our society and of seeking employment in integrated settings particular. One would have to understand that from a philosophical viewpoint and from an operational aspect, our total society was one in which the minority was by design and purpose excluded from the main stream of society inclusive of employment.

Among the objectives were (1) to make the minority person feel inferior to members of the dominant racial group, (2) to make the members of the minority know that when selected he had received preferential treatment and therefore, owes a special debt of gratitude to his "quasi preferential benefactors", (3) selection factors were based on standards and traits of the majority race only, this necessitated, in many instances, the minority person to reject many of his own traits and to imitate, as nearly as possible, those of the majority. During the school year 1965, a superintendent of schools under whom I served as

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a high school principal came to me after visiting a football game at our school with an observation in two parts. He prefaced his remarks by saying, "Mr. Byas, you know next year your school will be playing white schools and I have two observations to make. Number one your cheerleaders were not cheering. They were chanting. In the second place, your majorettes were not marching, they were swinging their hips. You know", he continued, "its little things like this that our people will be watching to see if this whole thing will really work." From the philosophical base which was inclusive of many more assaults and rapes on self-concepts of minority members as it relates to understanding, values and appreciations, serves as a basis of the grand design of exclusion. From my understanding of the nature of the problem, geography made very little difference - North, East, South or West. Mediocre jobs or minor positions with little or no administrative or decision making clout were the only ones really open to minority persons. The methods and procedures of exclusion varied with the section of the country but the end results were essentially the same.

The recruiter of minority persons for positions must know that potential input into important decision-making functions must accompany job responsibility and title. Minority individuals, like others, must be allowed to make decisions, offer suggestions and perform duties commensurate to their background, education and experiences without constantly having to seek approval from their majority

personnel counterparts who may share, theoretically, equal job status or less. Unless this is done, I can assure you that the minority person is uniquely qualified through conditioned reflex to see through the hypocritical veneer of false peddlers of racial inclusion in hiring.

This design is felt through many media and expressed in countless pages of literature dealing with the matter. I selected two such expressions which I think suffice in making the point. One is a poem by Countee Cullen entitled, "Incident".

> Once riding in old Baltimore,
> Heart-filled, head-filled with glee
> I saw a Baltimorian
> Keep looking straight at me.
> Now I was eight and very small
> And he was no whit bigger, and
> So I smiled, but he poked out
> His tongue and called me nigger.
> I saw the whole of Baltimore
> From May until December.
> Of all the things that happened there
> That's all that I remember.

Many people associate minority people with being poor and with other labels which the supporters of the philosophy of exclusion have expounded. These labels are damaging to self-concepts particular of understanding values and appreciation and, of course, play a major role in shaping attitudes of many minority people. A cartoon in the New York Post, some years ago, reflect a point of view in this area.

> I use to think I was poor
> Then they told me I wasn't poor, I was needy
> Then they told me it was self-defeating to think
> of myself as needy-
> I was deprived was a bad image, I was under-
> priviledge
> Then they told me undepriviledged was overused,

I was disadvantaged.
I still don't have a dime
But I have a great vocabulary.

The operation of the system of exclusion which has been practiced in this country, universally, until the last few years, have had marked negative effect on the outlook of many minority persons. My understanding of some of the reasons for the development of this negative outlook comes from several observations and personal experiences. Example of some of these are: (1) the "only one" syndrome. "John, you are allright, but those others". The recruiter of minority persons must understand that the minority persons resent tokenism employment. The work must be meanful, self-satisfying, and provide means of creative outlet for the employer. The nature of the job notwithstanding. (2) The super nigger syndrome. The recruiter of minority persons must understand that blacks and other minority persons are not superior to other persons. Where intelligence means (a) ability to adapt to the environment or (b) deal with symbols or abstractions or (c) ability to learn, the range and proportion among minorities are probably the same as in any other racial group. The recruiter must understand this and if his practice is one of inclusion, he will consider himself extremely fortunate if he finds the "super nigger".

The effects have varied from total submission to open rebellion and refusal by many minority persons to submit to the degradation of human character merely to gain employment. The concomitant damage in the areas of economic and education

have been equally as detrimental to many minority persons. This is especially true in the area of understanding as it relates to certain factors as self-concept, the influence of self-concepts on attitudes, feelings, beliefs, commitments, understandings of family, friends and community. The dynamism of this relationship, as it relates to the larger society as well as to other areas, has been in the area of values: appreciation of the quality of character in persons, the dignity of self as well as the dignity of others and the appreciation of contributions made by people, self, as well as others in the building of this nation.

The recruiter in his quest to hire minority personnel should be aware of the fact that there are instances in which some members of the minority must make some psychological adaptations of conformity, but conversely, he must also understand that, on some occasions adaptations must be made of procedures and methods as well as qualifications criteria in keeping with the special and unique needs of some members of the minority especially needs in the psychological-affective domain. My understanding of why some minority persons may appear to be slow in accepting employment in some places comes from the observation of past practices in which minority persons were employed in low security positions with uncertainty of tenure. All potential employees must regard their jobs as secure positions which do not fluctuate because of special funding, or other idiosyncrasies common to programs and corporations which hire individuals because of their minority status and which declare such individuals

"surplus" when funds are no longer available. The recruiter can place this in the contex of the new philosophy of inclusion. He must understand that if the philosophy of exclusion has really changed to one of inclusion, that affirmative steps to announce this change must be as honestly and sincerely pursued as were the methods used in pursuit of an exclusionary practice.

The recruiter must understand that many members of the minority can feel a climate of acceptance. They can readily identify, smugness, prejudice, provincialism, etc. and are looking for, in many instances, subconsciously, more of the same stuff, "being nice but being rejected." This rejection extends to exclusion from the social status heirarchy associated with the particular work assignment and performance expectation. Work to any person must be satisfying, both in terms of financial reward and feelings of social significance. Where either or both of these variables is lacking in the work situation, persons will not be able to function optimally.

The recruiter armed with a thorough knowledge and understanding of the probable effects of the philosophy and prac= tice of exclusion must be aware of possible thought patterns of some members of the minority and must, therefore, be imaginative in his approach and depict vision in methodology. Moreover, he should be equipped to give pointed suggestions through which minority persons so trapped may break through psychological barriers serving as inhibitors to job placement and personal advancement and therefore, be able to make

psychological adaptations in seeking employment in the larger integrated setting. These inhibitors may show themselves in many forms inclusive among them may be several kinds of ego defenses which would sap whatever motivational energies the minority individual might have.

I'd like to go back to my earlier mention of labels which have been universally applied to poor people, many of which are members of minority. Labels which are suggestive of something which is inherently wrong with persons so labeled. Many of these labels, when applied to the aggrieved, causes the person to become defensive. I submit that even if the statement of his condition is true, when one truly understands the cause of this condition, if it is to be labeled at all, it should be labeled in a manner through which the aggrieved, at least psychologically, would take an offensive posture.

Labels such as "educationally deprived," I submit, is not as descriptive in terms of what actually happened to the person. Such label should be changed to "educationally cheated," for in many of these instances the deprivation was caused by a design of someone who follows the policy of exclusion. When the aggrieved hears the substituted term, <u>educationally cheated</u>, he's sort of knocked off his feet temporarily because someone has to advise him that he has been cheated. This term "cheated;" however, should cause him to go on the <u>mental offensive</u> and ask, "Who is it?" "What did he take?"

Terms like "socially depressed," I submit, should be

socially ostracized, because the person, by design, was denied full movement and attendance at institutions of all kinds throughout the society and whatever inability to adjust in larger social settings was, by design, the result of asinine exclusionary practices. He should know that it was not by accident; and therefore, he should go on the mental offensive.

In the new philosophy which is exemplified in the recruitment and hiring of minority personnel for integrated settings, the recruiter must take affirmative steps to help members of the minority so injured to know that he is seeking a person with a high regard for himself. He is seeking a person who believes in his ability to do the job in keeping with his training. He must know that even though there are otward physical differences that this is not in itself unique, for all people have observable differences and that these differences in an of themselves, may not serve as inhibitors for performing efficiently and be rewarded for his efforts in the larger environment. It may be necessary for him, the minority member, to make some psychological adaptations but when these adjustments are made, he too, can achieve and make his contribution in employment in integrated settings.

I close with a few lines - the authorship of which is unknown to me. It is an appropriate closing suggestive to members of minority who are seeking advancement.-

Sitting still and wishing
Makes no person great.
The good Lord sends the fishing
But you must dig the bait.

ONCE HIRED, THEN WHAT?

Problems Encountered by New Minority Teachers.

Kathryn A. Flynn*

In considering the problems encountered by teachers after they have signed their contracts to teach for the first time, I find it very difficult to separate the events that begin at that time from all that has gone before. In my daily work I come into contact with teachers every day and much of my time is spent in helping students make the transition from college to classroom. While problems are as numerous and varied as the number of people that graduate and take teaching jobs each year, since each person is an individual and the sum total of all of his experiences, there are a few problems that are common to almost all beginning teachers. I hope that in considering the types of adjustments that teachers must make I do not try to generalize too much which I consider dangerous and misleading.

In exploring the factors that underly successful adjustment to a new position, a new environment, new friends and associates, and most of all, a new role in life, I find it necessary to begin with the preparation for this career. No one suddenly decides to be a teacher and then is immediately hired. Many years of thought, decision making, and schooling must go into the making of a teacher. Many times the first

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idea goes back to early childhood and an admiration for a classroom teacher.

Dr. Jack Smith states in an article written about the role of the teacher in the classroom as a model for a future career that black children do not like the way that they have traditionally been viewed and handled by teachers and the school system. "In the classroom this means that the teacher will likely not be a role model to the ghetto students as he may be to the middle class students. Also, the student and the teacher may have very differert ideas about the ideal model".[1] Closely related to the role model of early childhood is the influence of the high school counselor. This person usually influences a choice of colleges. It is impossible here to go into the amount of influence that a particular type of college exerts on a student. He must evaluate and accept or reject attitudes projected by instructors and peers. No one will deny that today a teacher must be well prepared in teaching skills as well as subject matter. However, in the Placement Office the idea that a black teacher has to be "more" qualified than any other is no longer found. Schools are willing to accept minority teachers with the same degress and preparation that any other teacher has. This was not always so.

The final decision as to what kind of a teacher the student is going to be is sometimes affected by the teaching "market". Some students are now using the Career Counseling

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1. The Ghetto College Student. Gordon D. Morgan. The American College Testing Program. Iowa City, Iowa. 1970.

service to assess the value of one major or another if there is a choice. We find that some teaching fields are very overcrowded while others are in need of well-qualified teachers. It is sometimes possible to assist a student in finding the best field to choose.

At a large university the student is offered a great variety of choices in the courses he can take and their application. Many students decide about the type of school in which they wish to teach early in their preparation to be a teacher. Much has been written about the need for teachers in particular situations that require special preparation like teaching in the "inner" city, in special schools, in hospitals, etc. If a student wants to teach in a specific type of situation he should get as much information about the situations that he will encounter as he possibly can. Opportunities are sometimes provided for observation, student teaching, volunteer work, or personal research. In this process the student is able to evaluate the situation that he will be facing on his first job and be prepared for the problems he will encounter.

If a student wants to teach children of his own race his training should be slanted toward that goal. Relating to children who are growing up in a situation and environment similar to his early schooling will probably be easier than teaching an unfamiliar group. However, attitudes have changed greatly over the past few years. According to Dr. Smith "Black students are insulted by 'experts' ignorant of their problems."

In a pamphlet entitled "To Teach or Not to Teach... That is the Question," published by the National Center for Information on Careers in Education in Washington, D.C., it is stated that "The ghetto is gold...an economic frontier. The black community has many problems, in addition to many resources. Many government and private programs directed at these problems often fail to get at Black problems because of the lack of understanding of the people involved, lack of empathy for Black people, or lack of adequate education of the people being helped. Education is the key that opens the minds of people to a greater understanding of their plight and the solutions available and possible. Many residents of the Black community could use that key. As an educator who happens to be Black, you stand an excellent chance of having a strong feeling for, and relating to the students and parents of the Black community. In this respect you have the opportunity of becoming more than a teacher. You can become a part of the development of one of America's most challenging communities -- the Black community."

Since black students attend schools inside and outside of the Black community some students elect to teach in integrated schools. Teaching in an integrated school, being the first minority teacher in an all white school, or teaching in a school where children are bussed to create a racial balance, seems to require a much more searching look at the position and at the school. Tokenism occurs in schools as well as in business. If a person wants to be a "pioneer"

he must have the stamina for this kind of role. In addition to being competent in his teaching skills he must also be determined to succeed as a teacher and a catalyst. His role is apt to be a very "lonely" one.

It is not always possible for a prospective teacher, especially a recent graduate, to evaluate the attitude of an entire school system. In talking to a recruiter or visiting a school one or two times, it may not be possible to tell what the attitude toward minorities will be. Even if there are Blacks in administrative positions it will be hard to tell if these are decision making or policy making roles. It is almost impossible to judge whether full use will be made of a prospective teacher's talent or whether he will be relegated to a static position to show their compliance with equal opportunity employee practices. The only thing that needs be said about a position that is not satisfactory is that the teacher does not have to remain for more than the year for which he has signed a contract.

The personal qualities that go to make a successful teacher are too numerous to discuss here. However, I would like to suggest that a quality or attribute of enthusiasm for teaching seems to be one of the most important qualities that comes through when a teacher is applying for a position. It seems to be related to an ability to communicate with and a liking for people. It is an intangible something that highlights a student's whole feeling for teaching. It permeates his college career and draws others to him. It may be an asset in solving some of the problems that arise

because a teacher is new or belongs to a minority group.

Students bring all of their educational preparation and personal feelings with them when they come to the Placement Office to obtain assistance in obtaining a teaching position. Or a position in some other profession. I tend to equate everything with teaching since my work is exclusively with teachers. However, I am aware that there are other professions and other positions available.

One of our problems in dealing with minority students is that we do not see enough of them. Some seem to feel that we are too "establishment" oriented and cannot help them. In an effort to overcome this and change our image we hired a Black girl whose job is to assist minority students. She can do many things that others cannot do, such as meeting with groups at Trotter House in an informal setting. In this way she can let students know that there are many opportunities right now for Blacks to start teaching or business careers. All requests for minority students are given to her to publicize in addition to the use of regular channels of publicity. She is able to supply organizations that are recruiting a list of the minority students on campus and their major fields of intersst.

She also meets with students, expecially undergraduates, in Dorms and explains our Career Counseling service as well as the placement services. She is one of the most charming and outgoing people that I have ever met. No one could feel that it was difficult to talk to or relate to her.

We are now in the process of trying to remodel our office so that students will feel more free to come in and use our library and talk to the staff. Formerly we have tried to have students make appointments so that they would not waste time coming over to see someone who was away from the office or busy at that time. This seems to be too structured for some students who do not want to make formal appointments to see a coordinator. When we are able to move our clerical staff out of one large room we will have the offices of the staff accessible to anyone who comes into the office. There still will be some who wish to make appointments and these will be taken care of. However, a person seeing a staff member not busy at the moment can start asking questions and be directed to the counselor or person who can be of the most help to him. We hope that this more informal format will encourage the more timid, the undecided, and the "just curious" to come to our office. Our services are given on an entirely voluntary basis on the part of the student and there is no coercion used to persuade him to come to us.

When a student comes to our office we can then start helping him to plan for a definite position. In solving the problems that he will have after he is hired he can begin with his choice of a school in which to teach. Many times his first contact with a school as an applicant for a position is with a recruiter.

We arrange for recruiters to come to our office to talk to prospective teachers each year. This year we had less than ever before due to financial reasons. However, we did add a few who had never recruited on our campus. Interestingly enough, for the first time this year we have had recruiters from Australia. Two states sent representatives to interview prospective teachers and explain their programs. Only three recruiters came from California. Two of these wanted to talk to minority students only. They restricted their interviews to Blacks, students trained to teach in the inner city, and Spanish-Americans who were bi-lingual. They were very selective in their requirements and did not do any general recruiting. They had enough local applicants for all positions.

These recruiters usually send literature ahead of their scheduled date. This contains information about the school and the community. However, it is dependent on the size and affluence of the school just how much printed material is available. Some just send a salary schedule and a fact sheet. However, the interview gives the student a chance to find out about the school and ask questions. There is an opportunity to discuss the policy and racial make-up of the school. In almost all of the schools the type of assistance given to new teachers is a part of their recruiting plan.

One of the first problems that a new teacher must face has to do with housing. This seems to be recognized by all

teachers and most administrators. Sometimes information about housing is made available before the interview. However, as you can imagine, information about houses and apartments is more plentiful from large cities than it is from small towns where the greatest problems arise. Many times there is a shortage of apartments in the vicinity of the school or even a complete lack of any at all. If some type of housing is available it is difficult to judge at a distance or on one inspection of a neighborhood whether this is the place a teacher wants to live. Sometimes commuting from a nearby city is required and adds to the expense and inconvenience of teaching in the community. A sympathetic teacher or administrator can be a great help in locating a place that is suitable, but this is usually dependent on the person involved. Unless one has moved to a new community (not gone away to school) it is difficult to evaluate the importance of a place to live in solving the problems of the first teaching position.

If a student is married or the teacher has a family the problem is compounded. Many positions are refused because of this problem. Where there is segregated housing or substandard housing is the only type offered to minority teachers, this problem is the first that has to be resolved. In all regions housing seems to be worse in the smaller cities, towns and rural areas than in the metropolitan centers according to the U.S. Bureau of Labor Chartbook on

Black America. As long as this is the case it is incumbent on the personnel director and his staff, or whoever is in charge of teacher recruiting, to make the information available to prospective teachers as early as possible. He could also enlist the help of his staff and other sympathetic teachers to help solve this problem if he wishes to hire minority teachers. They cannot do this for themselves.

After the teacher has chosen the type of school he wishes to teach in and has settled the problem of housing he must turn to the problems of becoming a part of a particular school system. This process cannot be a complete surprise to him since he has been involved in observing classes, doing student teaching, and studying teaching methods for a long time.

There are certain things that are done for all new teachers. Although there is an overall policy about the help that is given to new teachers, many of the actual services are granted on an individual basis. In these cases the effectiveness largely depends on the people who participate in them.

In order to find out just what additional was done for a minority teacher I did a small survey of the personnel offices in the Detroit-Ann Arbor area. This was necessarily dependent on time and a restricted budget. In all cases the director indicated that anything that was done to assist

a minority teacher was on an individual basis according to the person's needs. None anticipated more problems with minority teachers than with some new teachers in adjusting to the school.

When a minority teacher is hired many times the planning is done before the teacher is selected. During the screening process the teacher is sent to a school where the personnel director feels that he will be most effective both academically and personally. There seems to be a trend to select a teacher on his training and then by an "in depth" screening through a personal interview with a number of people. Candidates are interviewed by the superintendent or his assistant, by one or more principals, sometimes by one or more teachers, and, in some cases, by the students. Hopefully in this way the new teacher will become aware of the attitudes and make-up of the school as well as their becoming acquainted with him.

Lately I have heard of some schools having committees who make a study of the community, the school and the classrooms to determine the need for racial balance on the staff either because of pressure or a desire to integrate the staff. Occasionally, a committee is involved in the selection and interviewing of the prospective teacher.

After the teacher signs his contract other assistance is often available to him. Information concerning workshops, in service training programs, orientation meetings, etc. are

included in the school literature. Those who have organized programs publicize them. Again the success of these programs depends on the attitude and helpfulness of the individual participating in them.

School administrators feel that their efforts to assist new teachers is now restricted by the fact that they cannot make "rules" about dress or personal behavior. However, realizing that some types of behavior have proved detrimental to a new teacher's effectiveness in the school and community some of the personnel directors do try to make suggestions about the effect of extreme styles in dress or actions if these would prevent a teacher from being accepted in a way that would enable him to present his ideas and communicate with his students, parents, and fellow teachers. If the administrator's concern is genuine and his suggestions appropriate it may help the teacher during the first period of adjustment. However each teacher is free to accept or reject any ideas that he feels will not assist him in his role as a teacher. Hopefully, he will encourage the new teacher to develop his own uniqueness and style as he is establishing himself as a teacher and becoming a part of the professional staff.

A tenure coach or a veteran teacher is routinely assigned to a new teacher to assist with problems and provide information about the school. Again the success of this arrangement depends on the personality and helpfulness of the individual involved.

Although not really a problem, but certainly a concern of a new teacher is the type of cultural and recreational facilities available near the school or in the community. The teacher needs to be able to pursue his hobbies, attend classes, keep up with educational developments, and engage in interesting projects that stimulate him. He also needs peers with whom he can make friends. Since this varies with each individual and sometimes changes for a person as he matures and broadens his horizons, this cannot be solved with one answer.

One other point that I would like to make is to call to the attention of those in a position to hire teachers or school administrators the need for a complete and clear, written job description. When it is decided to hire a minority teacher the administrator who has the authority to employ this person must be very sure that he understands just what is expected from the teacher. The teacher must also be very sure that he understands why he is being hired and what role he is expected to play. So that this is understood by everyone involved it should be written down and reviewed by those involved. Possibly interpreted would be a better word. A verbal job description often carries with it a built-in failure. There is too much chance for misunderstanding and a change of emphasis or conditions of employment and a lack of opportunity for reviewing the original guidelines.

Considering the great amount of attention that has

been given to planning careers for minorities and recruiting them as teachers there seems to be a need for more study and implementation of plans to assist the new minority teachers and administrators to become an effective part of the school system where they are employed. Personnel directors and school administrators are aware of all types of problems that exist and can better prepare to prevent or solve them than the new teacher. Students from this university have more opportunity to study "first hand" the adjustments necessary in a large city or small city school. Recruiters seem to assume that their preparation is more than adequate. This is a great advantage to minority graduates since their preparation is not questioned and the same requirements as to degree apply to them. Possibly as more Black educators assume the role of decision making school administrators their sympathetic handling of the problems of Black teachers will be solved.

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PLACEMENT, TRANSFERS, PROMOTIONS, AND EQUAL RETENTION

Fred C. Leonard

There are three basic components in the personnel procedure with respect to minority applicants:

1. Recruitment
2. Placement
3. Promotion and retention

Personnel directors must be aware of the basic reservations and mistrust most minority applicants have with respect to moving or changing. Since the Supreme Court decision, school districts and industry have literally raided the southern colleges and universities to bring up their ratio of black staff. This was a beginning for many minority professionals. However, studies indicate that once hired, most remained at that level. There was no upward mobility. There were few hired into decision making positions in school buildings. However, there were numerous newly created positions with very humanistic sounding titles.

One question from a recent survey of four California school districts indicates...."A careful analysis of position titles, with the implied responsibilities, indicates that too often the minority person does not have the kind of position that has decision making authority. There seems to be a high percentage of assistants, coordinators, special this or that. Line positions that would be considered staff level in the central office are few in number. Many of the created positions seem to center around the more social, behavioral, direct-contact type, with students. Soft money (money from special grants, projects) seems to be the source of financing for many of the positions held by minority people.

"Listed below are titles of minority persons who responded to the

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survey. Titles for the white persons surveyed were not listed as they correspond to the minority positions. Expectations were noted in such positions as Intergroup Relations Advisor. Asterisk will appear behind those titles which have no white counter-parts in the survey.

Counselor - 10

Principal - 8

Vice Principal - 6

School Social Worker

Bi-Lingual Coordinator*

Intergroup Relations Advisor - 2*

Curriculum Associate for Black Studies*

Director of Elementary Education

Director Human Relations*

Coordinator Human Relations*

Consultant Human Relations*

Assistant Director Certificated Personnel

Director Classified Personnel

Coordinator ESEA Projects*

Coordinator Fellow Through*

Assistant Supervisor Attendance Services - 3

Interim Coordinator for Project Cooperation*

Grade Level Coordinator - 2

Supervisor Bus Operation

Supervisor Budget Audit

Special Assistant to the Principal for Multicultural Education - 5*

Director Personnel

Special Assistant to the Superintendent for Multicultural Education*"

This survey was conducted in 1970, some eighteen years after the Supreme Court decision.

The initial placement of a minority staff member is essential. Care should be taken to fully detail duties and responsibilities. Housing, churches and social contacts should be made available. A smooth transition into the new environment should be insured. Promotional procedures should be fully explained. The Personnel Director should discuss future plans with the applicant, indicating upgrading procedures both in teaching and administration. Upgrading of existing staff is a must. A blend of old and new will facilitate the exchange of ideas and promote growth.

Personnel Directors as representatives of the district should establish basic guidelines that will enable them to recruit, place, and promote systematically.

Some basic suggestions might include, but not be limited to:

"Guidelines:

1. Programs for advancement should be part of district programs. Programs have existed for whites, but not commonly provided for minorities. New employees, especially minorities should be quized about future plans.
2. More opportunities must be opened for minority persons to occupy the decision making positions which are traditional to the system. The traditional administrative jobs carry real responsibility and offer security, whereas the newly created positions are often short-lived when the special funds run out.
3. School districts should make more use of the minority admistrators in a variety of capacities, and recognize their abilities to contribute to reaching effective solutions. Care

must be taken, however, not to confine the minority person to dealing only with minority areas. Techniques used by these persons can often be adapted to the needs of the general school population.

4. When hiring minority people, personnel departments should be very careful where they are placed.
5. Information concerning openings and advancements must be systematically communicated to all personnel so that a select few are not always given the opportunities.
6. Applicants should be allowed an interview with a person already in that field before the job, if possible.
7. Define job responsibilities, spelling out those extracurricular activities which are a part of the job responsibilities.
8. It is advantageous to the individual to be active in professional organizations.
9. Deliberate and intense efforts should be made to reach the minority professional community when positions become available. The possibilities for promotion must be made clear from the beginning. Staff members should be exposed to all areas of education."

SPECIAL AREAS OF CONCERN FOR EVALUATING MINORITY PERSONNEL

Joseph Hill

Before we get into a discussion about evaluating minority group candidates for staff, I'd like to share with you some of my concerns and ideas about some other things we need to consider first.

One of the things we have to keep in mind in any recruitment program concerned with hiring minority group staff is the necessity of involving people in the selection process who can relate to minority groups. These people must have a background of racial-ethnic understanding which will enable them to convince potential staff that they will become integral parts in the school system and be given opportunities to make meaningful contributions. Potential staff must feel that they will be more than window dressing. It is

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necessary, even essential, when we start talking about recruiting minority group staff, that we begin by talking about recruiters who can relate in a very positive way to the applicants.

I had a very good friend who was in personnel in a school district, and who was a person who wanted very much and tried very hard to be free of any prejudices. He used to say to me all the time, "Joe, I feel that I can go out and recruit black teachers as easily as you can." He was sincere. I said, "Well, look at it like this; I don't have any doubt about your sincerity, but you have to remember that it is not as important how you think of yourself, as it is how you are perceived by the person with whom you are talking. That person's perceptions are not going to be based on any kind of relationship that he has been able to build up with you over a number of years or months; he's going to look at you in terms of his own experience -- his own experiences with whites, and what they have done to him and how he has been used or misused by the power structure. Thus, the problem is not that you are not fair and that you don't want to be objective in your evaluation. It's just that the way that this person will perceive you will be based on a historical perspective; and believe me, in most instances, that ain't very good." Thus, a person may start out with a deficit because he doesn't have an effective interaction going with applicants, due to a lack

of confidence and understanding between them.

Keep in mind, too, that the person evaluating is also being evaluated by the applicant. While you sit and talk with the applicant, trying to convince him to take the job, or trying to determine what he could bring to a desegregated school system, that person is also evaluating you, both in terms of what your system has to offer him, and in terms of what that system is doing in the total educational process. It isn't just a one way street. There are many factors one has to consider as this dual evaluation is taking place.

I remember the gentleman who hired Dr. Moody to teach in one district. I asked him one year about the number of black teachers who had been hired. He said, "Oh, about five or six." I said, "We hired 130 people -- what do you mean, five or six?" He said he couldn't find any more. "What do you mean by saying you couldn't find them?" "I just couldn't find them. I looked all over." I asked him where he had gone. "I went to Harvard, I went to Penn. State, I went to Vassar, I went to Oberlin." I said, "In Chicago, if you want to see a hockey game, do you go to Wrigley Field?" He said, "No, they play baseball there." I said, "All right, in the process of recruiting black teachers, you go where black teachers are, and there are none at Oberlin, and there are none at Vassar." It was evident that he had the idea that was permeating the entire

enterprise, that if you came from an all black school, you had an inferior education, and you were not able to work effectively in a desegregated or white situation. So the man went to white schools to recruit.

I don't buy that -- I really don't buy that -- because it has been proven over and over again in our situation that the black teachers who are most effective are those who have come from or have had at least a part of their educational experience in an all black college or university.

I'll tell you why. It's that experience we talk about as being a part of, or being in the mainstream of the total process. Well, that's what the black student experiences in an all black school. He is a part of the total process. So youngsters who have come through this, and understand and know what it means to be a part of the total process, are better able to work to see that all of their students become a part of the total process.

When we sit down to interview a black applicant one of the things the applicant is asking himself is, how many blacks are in the decision-making positions? Now, he might not ask you, but this is the question that goes through his mind, and if you are a black recruiter, he's going to put you through a little test. I went to Atlanta University loaded with all kinds of propaganda -- I really had bags of it. I got off the plane, rented a car, and wheeled up to Atlanta University and went into the Placement Office.

I sat down, and the kids were all lined up to talk to me, coming from Evanston, Illinois, to hire teachers. We sat and we talked and talked and I wrote down names and recorded interviews. When I got back to my hotel room I wrote summaries and all this, but I didn't issue any contracts. You know why? I didn't have any authority. As far as those kids were concerned, I was dead. The system that I was representing had not given me the authority to act. All I could do was sit down and talk and run back home home and say, now, he looks like a good person; do you think we can hire him?

We must give black staff the authority to go into the field, to interview, and to issue contracts. This says an awful lot to that person in terms of the possibilities for his upward mobility and it says a lot about what can be expected in the school system in terms of the involvement of blacks in the school district. It also says that there are blacks in decision-making positions -- and if there are not, we're not going to be able to make desegregation work. We must have blacks in decision-making positions all along the hierarchy.

As I mentioned before, black applicants and other minority group applicants do not wish to be window dressing. We say to applicants who are coming into our district that if they go over to the school and we never hear anything about them, we get worried. We say this because I

think a black staff member in a desegregated environment has a definite role to play: I call it "pulling coattails". By that, I mean that if you see someone doing something that you feel is damaging to the self-concept, or to the feelings, or to the learning process of a black child -- or of any child -- you have an obligation to say to that teacher, "Hey, look, that's not what it's all about." Make some positive suggestions as to how that person might correct something that he's doing that is detrimental to the welfare of youngsters. And if a minority group teacher does not do this kind of thing, then I don't think he's fulfilling the role he has to play in a desegregated environment. That's why I feel so strongly that one or two minority group teachers in a school can be destructive.

However, I think that there are some experiences that may help black teachers fare better in the hostile environment which may result when a minority group teacher goes into a formally segregated situation. He faces a very hostile -- or at least a doubting--- kind of clientele from parents all the way through, and is, therefore, under terrific pressure. But if you take into consideration that this teacher was probably a youngster who was able to survive the ghetto of our urban community and somehow make it through high school and college, that person has thrived on pressure. He has survived pressure from the word go, so he is better equipped in terms of being well aware of

his own sense of value and in his own ability to do a job. He is better prepared than youngsters who grew up in an environment where they did not have these kinds of things to deal with.

When you come to think of it, a youngster who has come from the urban ghetto, gone through school and come out and gone into education, is just like the batter who gets into the box with two strikes already against him, with somebody like Vida Blue on the mound, a toothpick for a bat, and an umpire with dark glasses. He's got just about as much chance as that batter has of getting a hit. If this person can pull that off, then he actually has made a real contribution because he has demonstrated survival. He has demonstrated that he can make it. I look at that person's background and I think he should be given extra consideration in terms of employment possibilities, because of his experience. Sometimes we call it the black experience, but just the fact that he has come through that kind of an experience means that he is a strong individual.

When I look at teacher and principal applicants, when I look at other administrative applicants, I believe in giving some extra points if the applicant is a member of a minority group. Now, that might be discrimination, but that's exactly what must be done. It's saying that, because a person has come through the experiences that he has had

to deal with in this society as a member of a minority group, he has an understanding that no one will ever get from any college course. If someone went to school till he was 75, every day of every week, there are some things that he would still learn only through a living experience.

Now, some people object to this value. They say it's discriminating, it's giving an advantage to a minority group person who has not demonstrated what he is capable of doing. But I think the opposite is true. We don't object to veterans' receiving extra points on the Civil Service Test simply because they are veterans -- we think that's a pretty good idea, because they have made sacrifices in order to protect us from our enemies. Well, I say that in the process of rating minority groups, black, brown, or Asian, we must take into consideration those things that they have experienced, so that they can have an opportunity, as Barbara Sizemore said this morning, to learn on the job. That's where we all learn. So I think we've been able to demonstrate that we have benefitted greatly by the fact that Chicago was so closed with their examination system and their orals, where they used to wash people out because they had gold teeth, or whatever it was. We have some of the top-notch teachers who couldn't make it through the bureaucracy of the Chicago system, because we were looking at the human value that these people had. A couple of them now have earned their Ph.D.'s.

These are people who could not pass the Chicago exams. So it just demonstrates that those tests were not real measures of people's abilities and what they were able to do.

One of the things I have a hang-up about is our tendency to ask a minority group person what his grade average was. I was recruiting with one particular colleague, and the first question he would pop was, "What's your grade average?" I said to him, "You can look at his transcript to get his grade average. I want to talk to him about people, I want to get a feel for how he feels about kids, how he feels about the system. Is he the kind of a person who, when and if he becomes a member of the staff, is going to retreat into a hole and start doing like everybody else, or is he going to try to teach better ways and have an influence in changing the system, to make the system more responsive to kids, rather than trying to push every kid into a preconceived mold?" So I'm concerned about talking with that individual about himself, his aspirations; I'm less concerned about his grade average. Sure, I want to be sure that he has the competency to do the job, but I think that first and foremost a person must have a feeling of understanding and compassion for children and an eagerness to work with them.

When we look at candidates, there are certain things that I think are very important. Some of these things I

think about and try to assess are: "Who is this person? What are the things he's been involved with? Is this person active in his community? Is he trying to change, or rectify, or correct some of the inequities as they exist in the community? Is he involved?" It has been said over and over again here today: one cannot separate what goes on in the school from what goes on in the community. Educators must be involved in school and community.

TEACHER TRAINING AND THE MINORITY STUDENT: NEED FOR MORE EFFECTIVE PREPARATION FOR WORKING WITH INTEGRATED STAFFS

By Jerry J. Bellon

Before we begin discussing teacher training and problems faced by integrated staffs, I believe we need to look at current trends in teacher education. This should help to give us a general frame of reference about problems and issues facing school systems and colleges.

Today, a major focus in teacher education is the development of teacher competency models. This concept is being experimented with by many different institutions across the country. New York State is looking at this approach for all of the teacher education institutions in that state.

There are several major problems associated with the development and use of teacher competency programs. First, you must determine the specific outcomes or competency expectations. If you are able to do this, you must then carefully monitor your program to see if the competencies are being met. This takes a good deal more manpower than we currently have in most universities. An additional problem has to do with certification laws. These laws are written in most states in terms of courses taken, as opposed to competency expectations. Generally, it is very difficult to get a waiver of these laws for one course--let alone entire programs.

Another trend in teacher education today is the increased emphasis on early and more intensive field experience. Around the country we have the

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development of teaching-learning centers. In these centers the methods courses are taught on site. This gives the student an opportunity to have early involvement in the application of the methods to the actual classroom experiences. This early field experience is often combined with a form of differentiated staffing. It gives the schools an opportunity to utilize the skills of preservice teachers in the total staffing pattern. Although this early field experience is developing as a trend, it is not very widespread. We expect that it will continue to develop, along with the use of the differentiated staffing organization. It has been interesting to find that commitment to early experience is not enough. Programs that have utilized students who are highly committed to "going to the ghetto" have found that this commitment has not been enough to help the teacher become successful. It has been found that the teacher needs a solid grounding in methodology and in psychology of learning.

A third trend in teacher education has been the use of individualized instruction for the preparing teachers. Several colleges and universities have begun using strategies such as learning packages and independent study modules. They are attempting to model the structures found in those schools which are individualizing their instruction. The major problem, as I see it, is that this has largely been a strategy or structure change and little has been done with upgrading the basic teacher preparation curriculum.

I have briefly summarized current trends in teacher preparation programs. As one reviews the trends in teacher education, it becomes obvious that there are some basic problems which need to be attacked. Perhaps the most basic of these problems is the need for a simultaneous reconstruction of preservice and inservice education. It will do little good to change the preservice programs

to meet today's demands if we are not at the same time restructuring our inservice programs. For example, if a particular preservice program is "out front" it is often hard to find a suitable school district to give the participants in such a program early field experience. Many districts want to maintain the status quo. On the other hand, a school district through the development of strong inservice programs may have some very progressive programs in action. If the participating or cooperating university has traditional preparation programs, it may be very difficult for the two agencies to work well together. This would tend to defeat the changes sought at the local level.

Whatever is done with preservice and inservice, it is absolutely necessary that the environments of the local systems shape our activities. For example, urban education has been long ignored in many preparation programs. Preservice education has been largely geared to rural and suburban school systems. Yet most of our students and most of our teachers will be involved in urban education throughout the rest of this century.

A good example of preparation that has not taken into consideration local environments has been the whole desegregation movement. There have been many school districts throughout the country move toward desegregation. Yet little has been done to prepare new teachers to serve in desegregated schools and with desegregated staffs. We are all aware of the problems facing the teacher who does not know how to deal with members of other ethnic groups. Yet, these same school systems when they develop their inservice programs very often ignore these basic environmental problems and concentrate their efforts on new methods and materials. It is very difficult for districts to deal with the problems which can only be solved by "eyeball to eyeball" confrontations.

I believe that a case has been made to close the preservice - inservice loop. Too often we treat these as two different and mutually exclusive activities. They are not. They must be developed and operationalized in concert. We need to identify what can be done and what needs to be done and develop programs that are continuous and sequential, beginning with the preservice program and continuing from then on through inservice activities. The fact that districts are not hiring as many teachers as they used to has given us an opportunity to move more aggressively into inservice education.

Whether or not there is a true shortage of high quality teachers is a debatable point. But we do know that we are at a point in education where there are fewer new teachers being hired by the public schools. We do know that we have a large group of teachers who will be working in the public schools for many years. It is essential that we develop continuous inservice programs which get at their basic and high-priority needs. Too often inservice programs have been a tool for getting teachers out of the classroom into administrative positions. We have also used the programs as simply a means to get higher salaries without worrying too much about the program outcomes.

We are going to have to use certain basic strategies if we are going to close the preservice-inservice loop. First, I believe we need to think of the whole program as a total self-renewal program as defined by John Gardner. Important to his definition is the notion that self-renewal programs must be systematic. Translating this into educational programs we would point out that all inservice programs would have to be systematic programs which are based on carefully identified needs. It is essential that we have collaborative efforts between the public sector and higher education. I believe we can show that each of these agencies is less effective when they do not fully collaborate with one another. As a matter of fact, much of the current federal funding

requires that these collaborative efforts be utilized.

As self-renewal or inservice programs are developed, several key points should be kept in mind. I have already mentioned that the programs need to be systematic if they are to be effective. We know that intensive involvement of people over a long period of time is necessary if behavior change is to take place. Conferences like the one we are all attending here have little long-term effectiveness in terms of self-renewal. They may, at the very best, offer an opportunity for people to think about new ways of doing things. However, they really do not provide an opportunity for people to actually practice new ways of doing things. Also, as Gardner has pointed out, self-renewal programs are based on motivation, commitment, and conviction. These are three necessary ingredients if people are to make any essential behavior changes.

Assuming that we can develop the kind of systematic self-renewal programs which will help to close the preservice-inservice loop, we still must identify the high priority problem areas which need to be attacked. I would take the position that we have given insufficient attention to a study of cultural differences, value systems, and basic attitudes. I believe we have spent too much time worrying about content and methodology and too little time dealing with these areas. I don't believe we can prepare ourselves to solve desegregation problems through abstract operations or by simulation activities. I believe that we have an ideal laboratory in which to teach cultural differences and values and attitudes. These laboratories are our schools and our school systems.

Through our inservice programs we should, in my opinion, promote cultural diversity. I am personally opposed to the notion that we need to promote the melting pot concept in the United States. We should not attempt

to homogenize the various cultures in our country. I would submit that a strong nation maintains its strength through the various cultures in the country having strong identities. Unfortunately, we have attempted to educate people to the melting pot concept and to ignore or put down cultural differences. As long as we prepare people with these attitudes, they will not be ready and able to meet the problems faced in schools and systems which have various cultures and value systems. It seems to me that our renewal programs should promote cultural diversity and, at the same time, help teachers develop the skills and attitudes to work in culturally diverse schools.

We need to give constant attention in our programs to a study of human needs. Very few teachers have developed a solid frame of reference for dealing with different needs of students and adults. We often talk about individual needs and differences but we seldom have the depth of knowledge to deal with the needs of others.

Perhaps the first stage is to help teachers develop an awareness of needs of others. I am certain that very often they are concerned with meeting their own needs which are, of course, very important. As a number of psychologists have pointed out, we must be better off than those we are trying to help. Therefore, it is important that the teachers are having their needs attended to as well as the students. A thorough understanding of a needs theory such as the Maslow hierarchy of human needs would help teachers to better understand student problems. This understanding could lead to a better solution of the problems that they face in the schools and in the homes. It should be emphasized that, not only must we deal with the needs of others, but the first step is to get teachers and educators to look at and identify their own needs and develop a self-awareness of where they are in terms of their attitudes and value systems.

I don't believe that we can change basic prejudices in people unless first of all they are willing to face up to the values and attitudes that they hold. Even then it may be very difficult to make any substantive changes--but at least we can help them to examine their own biases, prejudices, and attitudes.

We need to give more attention in our inservice or renewal programs to processes of learning and motivation. Teachers are often concerned with how they can motivate students to learn. I believe that our renewal programs must deal with conditions about learning and about motivation. William Glasser has pointed out that we spend too much time worrying about motivation and not enough time dealing with the conditions that help people to become better learners. Glasser contends that all people have a basic identity need and when this identity need is achieved, then we can begin to worry about higher level learning activities. People without a strong clear identity will have little success in schools and in learning activities.

We need to understand that there are certain basic pathways to developing this identity. First, there must be a pathway of love. This does not need to be love in the sexual sense but in a caring, prizing sense. In order for a person to have a clear identity he must have at least one other person who cares for him and for whom he cares. A second pathway is the whole business of worthwhileness. Each of us must have at least one person who knows and recognizes that what we are doing is worthwhile. At the same time, we must have the ability to recognize worthwhileness in others. Without these pathways and without this identity, we tend to have loneliness, alienation, and apathy. It is the alienation and apathy that so often trouble our teachers. Unless we deal with the basic identity need, we will have little success in dealing with the problems of apathy, hostility and alienation.

There are other conditions about motivation and learning which teachers need to recognize and deal with. First, there is always a difference in the motivation between boys and girls. Boys begin with about the same motivation to learn in school as do girls. But during the early grades the feminine-oriented schools tend to enhance or support the girls and their motivation toward learning. Unfortunately, all too often the same schools tend to depress those activities in school which would enhance the motivation of boys toward schools and toward learning.

Another condition of motivation that we should all deal with is that there is always a difference in motivation between poor people and wealthy people. Students who have come from economically deprived homes will have less motivation as a group toward learning than will those students who have come from the upper socio-economic groups. There are many reasons for this, most of which are rather obvious. One that may not be so obvious is that the wealthy students have already met basic survival needs and security needs and are better prepared to deal with higher level ego and self-actualization needs. Too often the student who comes from lesser circumstances has to be more concerned with survival and security needs. He is not psychologically or physiologically able to deal with abstract learning concepts.

Another condition of motivation is closely related to the identity need. It has been found that students who have clear, strong, and positive self concepts are much more likely to be motivated to learn than those students who have unclear, negative self concepts. If our inservice or renewal programs are to deal effectively with the problems of learning and motivation we are going to have to develop a better understanding of the needs of human beings and the way they are met.

The title of my presentation had to do with more effective preparation for working with integrated staffs. The position I have taken is that we need to develop more effective preparation for working with human beings. In order to do this we must make fewer assumptions about how effective we are. We will have to collaborate and develop systematic inservice and preservice programs which focus on cultural differences, value systems, and basic attitudes. We will need to spend a good deal more time on our basic needs and how learning and motivation are affected by these needs. Most important, we need to understand that each student and each individual has certain kinds of needs without respect to ethnic origin. We need to promote cultural identity and cultural diversity which will help us to develop stronger, more effective sub-groups in our society.

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